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ABSTRACT

This report includes a discussion of population trends, the widening role of schools, changing patterns of teaching, and implications for teacher education. Issues in preservice teacher education include the selection of individuals who plan to enter the teaching profession, preparation for teaching the basic skills, practice teaching experience, preparation for primary and secondary school teachers, and demand for specialist teachers. Some discussion of the importance of continuing professional development of teachers is made and recommendations are provided. (JN)

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TEACHER EDUCATION IN WESTERN AUSTRALIA

REPORT

of the Committee of Inquiry into Teacher Education appointed by the Minister for Education in Western Australia under the Chairmanship of Dr R.L. Vickery.

Perth, November, 1980

SP 017 062

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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TEACHER EDUCATION
IN
WESTERN AUSTRALIA

LETTER OF TRANSMITTAL

November 1980

Honourable W.L. Grayden, M.L.A
Minister for Education,
Parliament Place,
West Perth W.A. 6006

Dear Mr Grayden,

On behalf of the Committee, I am pleased to submit our final report on the matters referred to us by your predecessor in April, 1979. The specific terms of reference outlined at that time were as follows:

(1) To report to the Minister on the development of the professional competence of teachers through current pre-service training, induction and continuing education with particular reference to
   (a) the degree to which present forms of teacher education are related to existing and probably trends in the work of schools;
   (b) the development of professional attitudes during pre-service teacher education;
   (c) the use by institutions and employing authorities of evaluation and selection process that take into account attitudes, personality and general suitability for teaching;
   (d) the effectiveness of existing teacher education programmes in the areas of numeracy and literacy;
   (e) the supply of, and demand for, specialist teachers;
   (f) the need for continuous updating of professional competence through in-service education and study for higher qualifications.

(2) To liaise with the Commonwealth Committee of Inquiry as appropriate.

Though the Inquiry has been in session for some eighteen months and has gathered together a very substantial body of evidence, we have chosen to keep the Report to a relatively brief statement and a limited set of recommendations. In doing so, we have had to exclude much of the detailed data from which our recommendations have derived. It was the Committee's judgement that, although much of this may be of interest to the institutions, employing authorities, and the principal co-ordinating and regulatory bodies, its inclusion in the Report was not warranted. It is our hope that the Report will attract a wide readership and we have therefore endeavoured to keep it to a manageable size.

For the benefit of those involved directly, the secretariat has brought together a number of its working papers and summary data for publication separately as *A Review of Teacher Education in Western Australia, 1980.* Copies of the review will be sent to the seven institutions, the Post-Secondary Education Commission, and the major employing authorities. A small number of copies will be retained for supply to other interested parties on request.

Many individuals and organizations have assisted the Committee in the course of its work. Deserving of special acknowledgement are the four permanent consultants who attended all scheduled functions of the Inquiry and without whom the original Committee would have been substantially less well informed. The four were

Dr M. Clark, Assistant Vice-Principal, Churchlands College.

Mr M. Cross, Superintendent, Technical Education Division, Education Department of Western Australia.

Miss E. Marshall, Personnel Officer, State Public Service Board.

Mr J. Whitton, Vice-President, Whiteside Primary School P & C Association, and Executive Member, Belmont Senior High School Council.

The Committee is also indebted to Mr Trevor Gallagher of the Education Department, who made a significant contribution to the work of the Inquiry, particularly through his special assistance during the secretariat's early writing stages. I would like also to record our appreciation for the efficient and unfailing support offered throughout the Inquiry by Dr Anthony Ryan, the Committee's executive officer, and Mr Michael Tkacz, its full-time secretary and research officer. The Committee is particularly grateful to the Western Australian Institute of Technology, Dr Ryan's employer, for making his services available to us, and to the Education Department for its extended secondment of Mr Tkacz.

Particular mention needs to be made also of the Nedlands College, which provided office space for the secretariat, and of the staff of the College who provided a range of vital secretarial and support services. These services were given efficiently, without reservation, and always with consideration for the special needs of the Inquiry and its persistently pressured deadlines.

Yours sincerely,

ROBERT L. VICKERY
Chairman

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The Committee is indebted to the many individuals who have assisted the Committee in carrying out its work. We would like to make special acknowledgement of the following:

Sub-Committee Consultants and Special Assistants

Dr M. Lee, Mount Lawley College.

Mr B. Preen, Churchlands College.

Mr T. Whitford, Technical Education Division, Education Department of Western Australia.

Research Assistants

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Mr E. Hinchliffe, Education Department of Western Australia, who edited the Report.

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CHAPTER 1

PREAMBLE

1.1 The full membership of the Committee of Inquiry into Teacher Education is listed in Appendix 1 of this report. The membership list includes those members appointed by direct invitation from the Honourable Minister at the inception of the Inquiry and those added by the foundation committee to provide consultative expertise in areas outside the experience of those initially appointed. Apart from the Secretariat, all members appointed by the Minister were from outside teacher education. The Ministerial appointees included three school principals representing primary and secondary Government and non-Government schools, a university professor, a senior administrator of the Education Department of Western Australia, a lawyer with extensive associations with the Chamber of Commerce and the director of the organization representing parents of children in Government schools. At an early meeting the Committee resolved to augment its expertise by inviting four permanent consultants representing parents, technical education, primary teacher education and the personnel section of the State Public Service to join the Committee. These additional members made an invaluable contribution to the deliberations. Nevertheless, the Report is an appraisal of the effectiveness of teacher education as seen from the perspective of a group of interested outside parties rather than from that of a group of professional educators.

1.2 The Committee met over a period of eighteen months commencing in April, 1979, and completed its brief in two phases. The first phase was concerned with gathering evidence from interested parties and the second phase involved a detailed consideration of the evidence in order to formulate recommendations. In order to complete the first phase, written submissions were requested from any interested organization, association or individual by way of a formal press release (3 April 1979) and a call for submissions (7,11 April 1979) placed in the *West Australian*. All three announcements contained the Terms of Reference as originally conveyed to the Committee of Inquiry. These are included as Appendix 2, and the press release and call for submissions as Appendix 3. Letters reiterating the request for written submissions were sent to the (then) eight teacher education institutions, the Association of Independent Schools, the Catholic Education Commission, the Education Department of Western Australia, the State School Teachers' Union and various other bodies and individuals.

1.3 There was an excellent response to the call for submissions. The Committee received 175 written submissions, totalling over 4000 pages. The list of individuals,

groups, organizations and representatives of particular interest groups or affected parties who made written submissions to the Inquiry is included in Appendix 4.

1.4 The Committee also made formal visits to, or met with, the eight teacher education institutions, the Association of Independent Schools, the Catholic Education Commission, the Education Department and the Teachers' Union. During these visits and meetings the Committee sought additional and more specific answers to questions generated from the Terms of Reference. Additionally, meetings were arranged with invited groups and individuals considered appropriate by the Committee. There were over 150 such groups, individuals and associations who met with or were visited by the Committee. A complete list of the people who made oral submissions to the Inquiry is included in Appendix 5.

1.5 The Committee faced a formidable task in familiarizing itself with current practices in teacher education and making a detailed analysis of the evidence presented through submissions. Major issues raised in the submissions included the role of teaching practice in teacher preparation and the balance between theoretical and practical studies in different pre-service courses. Other aspects addressed in submissions were the special difficulties faced by teachers in their first year of teaching and the need for continuous updating and refreshing of teachers throughout their teaching careers. The teaching of Aborigines and children from non-English speaking homes, the teaching of gifted children and children with learning difficulties, problems associated with teaching multi-level and multi-year classes, the teaching of basic skills and the teacher's own standards of numeracy and literacy, career education, rural and social education, and education for unemployment were among other specific issues raised with the Committee.

1.6 While analysing the large volume of evidence it became apparent to the Committee that there is a growing realization in the community of both the importance and the complexity of the issues related to teacher preparation. While a wide diversity of opinion was evident on almost all questions, submissions emphasized the fundamental importance of teacher education.

1.7. Prior to preparing the present report for the Honourable Minister, the Committee forwarded to the National Inquiry into Teacher Education, in August, 1979, a report in answer to a series of questions raised by that inquiry. This report provided the basis for discussions held with the National Inquiry during their September, 1979, visit to Western Australia, and served also as a useful preparatory analysis for the State Committee since the major foci were relevant to its own terms of reference.

1.8 These terms of reference did not require the Committee to comment on the work of schools. However, before the Committee was able to address the issue of teacher education, it first had to look at existing and probable trends in the work of schools in order to identify the context in which teacher education could be discussed. Thus the next section reviews the various trends and issues in schools and schooling and is in turn followed by a section which reviews the current and future trends in teacher education in Western Australia.

1.9 In the course of its deliberations the Committee compiled a considerable catalogue of information regarding teacher education in Western Australia. The Committee considers much of this detailed information to be of continuing value and has published substantial amounts of it in a separate document entitled *A Review of Teacher Education in Western Australia, 1980.*

1.10 A glossary of key terminology used in the present report is included as Appendix 6.

CHAPTER 2

SCHOOLS AND SCHOOLING

Introduction

2.1 The Committee of Inquiry was asked to review the preparation and continuing development of teachers in the light of existing and probable trends in the work of schools. Consequently, the Committee decided that it was important to take evidence on the stated purposes and emerging directions of primary and secondary schooling, particularly where these were expected to have implications for the education of teachers. In addition to requesting submissions addressed to its specific terms of reference, the Committee took evidence on the directions and needs of schooling from employers and staffing officers of major companies, unemployed school leavers and students in pre-apprenticeship courses, parent and community service organizations, other special interest and professional groups, and educators concerned with all levels from early childhood to tertiary education.

2.2 The Committee prepared a statement setting out aims of schooling based on its study of the literature, the views of individual Committee members and discussions with groups and individuals presenting submissions. This statement of aims is provided in Appendix 7. The Committee found broad agreement between these aims and the stated aims of Government primary and secondary schools as set down in the Dettman[1] and Palmer[2] statements. Discussions with school staff indicated, however, that the constraints of day-to-day practice frequently distort the degree to which the broad aims are translated into classroom experiences for children. The Committee received evidence indicating that non-Government schools subscribe to similar broad aims, although individual schools often vary their emphases, particularly with respect to religious and moral education.

2.3 The Committee found in the submissions broad agreement about the range of objectives of schooling, although there was often considerable divergence of opinion regarding the priorities that should apply among them. While most submissions appeared to be consistent at a general level with the aims for schooling set down in the Dettman and Palmer statements, it is clear that some concerns have achieved particular prominence in the years since those aims were formulated. Given the current high rates of youth unemployment it is understandable that concerns most often expressed to the Committee related to the transition of young school leavers to the work-place and to standards in the basic skills of numeracy and literacy, particularly with respect to

students with low levels of achievement. The Committee feels that each of these concerns has particular implications for pre-service teacher training as well as the continuing education of teachers and has given detailed consideration to ea[illegible].

2.4 In addition to these concerns, the submissions identified a number of other trends in schooling in this State – trends that many believe should be reflected in changes within teacher education courses. These include the increase in the multi-cultural character of the school-age population, the high probability that young teachers will be required to teach in small rural and sometimes quite isolated schools, the need to provide for the special needs of Aboriginal children and those of other ethnic minorities, and the problems faced by many teachers in diagnosing and remediating specific learning problems of both primary and secondary students.

2.5 Summaries of the evidence taken in regard to these concerns are presented in the following sections of this chapter. The specific implications the Committee sees for teacher education, and the recommendations it has made in this regard, are included in corresponding sections of Chapter 3.

The widening role of schools

2.6 While it is clear that schools must reflect the society in which they are set, it is also clear that the character of Australian society is undergoing significant change. A national report, *Families and Social Services in Australia*[3], noted that there has been a changing concept of marriage with both a higher marriage rate and a higher divorce rate. It also noted that people have been marrying much younger, and that there has been a declining birth rate, with child-rearing taking up a shorter period as a result of shorter time-spans between births. More families have been conforming to an average-size pattern and more adults are becoming parents. There has been a marked increase in families where both parents work, principally because of a greater participation in the work-force by married women, and also in the number of one-parent families.

2.7 These and other social changes have over the years reduced the influence of traditional agencies such as the family, church and local community, a factor that has led to an increased demand for pastoral and social education roles for the school. Many teachers and others closely connected with schools expressed concern that the classroom teacher is increasingly being called upon to demonstrate special knowledge, skills and attitudes to meet demands for moral, religious, environmental, political and sex education, and also take on responsibilities as welfare worker, health nurse, guidance officer and careers counsellor.

2.8 Many submissions argued for greater involvement by schools in preparing students for social integration and citizenship. Changing societal values towards working mothers, single-parent families, sexism, racism, multi-culturalism, the environment, and many other issues all exert pressures on students to acquire the capacity to adapt to change. The schools, according to these submissions, need to help students learn more about the complex world of human relationships – in particular those relating to their participa-

tion in the family, the community and the life of the nation. Specific submissions called for courses that equip students better to resist indoctrination by the media, advertisers, politicians, schools and religious cults. One submission referred to the problems of family violence and called for school courses that gave attention to basic family law and to the various support agencies to which children could turn.

2.9 Other submissions stressed the role of the school in helping children realize their full potential. These submissions held that children should be assisted to develop a positive self-concept and confidence in dealing with increasing pressures of society such as unemployment, social problems, alternative life-styles, leisure time, and the ability to cope with change in general. The Committee concurs that all children should leave school with positive self-esteem and confidence in their ability to cope in life with success and personal dignity. From discussions with early school leavers and their teachers, it is evident that the students least likely to acquire such qualities from present schooling are those in the lowest achieving quarter of an age group.

2.10 Frequent reference was made to the role of schools in health education, particularly with respect to community social problems. Submissions ranged from the students' need for understanding biological needs and processes to social issues arising from the trend to increasing moral pluralism in today's society. While some maintained that such matters are the responsibility solely of parents, the consensus was that the prevalence of problems among school-age children means schools cannot eschew responsibilities in areas such as drug education, sex education and personal health and hygiene. One submission argued that schools ought to be fostering responsible attitudes to drugs and to sex rather than imparting large amounts of information to students who may not be ready to assimilate it.

2.11 One frequently cited aspect of education-for-change was that of preparing students for leisure. Some submissions maintained that schools have a responsibility to develop the abilities of students to participate in creative leisure. Others emphasized the concept of self-fulfilment through leisure as an alternative to employment. This emphasis carried the underlying assumption that extended unemployment, particularly for low ability students, will be a permanent feature of our society.

2.12 A number of submissions asserted that the schools should concern themselves essentially with intellectual development and that responsibility for the social, emotional and physical well-being of the child should lie with the parents or with other agencies. The acceptance by the schools of added responsibilities in these latter areas was seen by some submissions to be related to concerns over school standards. Employers, for example, tended to attribute poorly developed language and computational skills to drift in recent years away from traditional school subjects and methods and attributed lack of motivation and self-discipline to what they perceived as 'soft' education – the concern for social education and personal development experiences.

2.13 On the other hand, many educators, lay organizations and parents were adamant that the kinds of changes in society described in paragraphs 2.6 and 2.7 are such that, in the interests of society, schools must accept responsibility for the physical, social, emotional and spiritual development of children. Evidence was claimed of children who were socially and emotionally handicapped through home circumstances such as family breakdown, poverty, unemployment, parental disinterest or neglect. It was asserted that schools needed to take positive steps to compensate such children for the disadvantages they face in comparison to children from more favoured backgrounds.

2.14 In balancing these points of view the Committee accepts that the primary function of schools relates to the intellectual development of children, but believes that schools must also establish a climate conducive to the healthy social, emotional and spiritual development of all children. The Committee considers that schools will play an increased role in meeting the needs of children disadvantaged in these areas and that teacher education courses will need to reflect the additional functions this will demand of teachers. In addition, the Committee believes that the training of para-professional staff to fill specialist non-teaching roles in schools in welfare, guidance, counselling, health and related areas will have to assume greater importance.

Academic emphasis in secondary schooling

2.15 The Committee received considerable comment on what many see as an over-emphasis in secondary schools on the academic subjects related to admission to traditional tertiary studies. Submissions expressed two broad areas of concern. Firstly, many questioned the relevance of such studies to the needs of the majority of students – those who will not undertake tertiary studies. Secondly, there were concerns expressed about the central place these studies occupy in the school curriculum and the degree to which students who could not cope with them were deemed to be inferior and unworthy.

2.16 These submissions were in every way consistent with the findings of the Schools Commission report, *Looking Backward*[4], which reported the outcome of an intensive interview study of opinions of (a) people whose jobs consist of interacting with and assisting young people in the years immediately after they leave school, and (b) 19- to 20-year-olds who left school recently and had a few years' experience of life beyond it. This study reported that

> The schools saw their major role as preparing as many students as possible for entrance into academic tertiary institutions. Given that entrance to elite tertiary faculties is the key to most high status jobs this is understandable. It is also understandable in terms of tradition, for high schools were founded to prepare the few for tertiary entrance, not to provide a general education for the many. Nevertheless, all respondents felt that the skew towards these subjects in the curriculum distorted and devalued everything else. (pp.107-108)

2.17 The report further maintained that the academic bias of secondary schools leads to the downgrading of non-academic subjects, the devaluing of less academically competent students and the lack of meaningful curriculum choice for students. The report argued that secondary schools should be perceived first as 'environments for growing up

in' and as such should be characterized by care and concern for children and their personal development.

2.18 Other areas of concern identified in the report were highly consistent with those highlighted in submissions before the Committee. They included basic skills, practical preparation for work, knowledge of the world of work, practical preparation for living, preparation for unemployment, self-esteem and social awareness.

2.19 The emphasis on academic subjects in secondary schools was attributed in submissions both to the influence of the Tertiary Admissions Examination (TAE) and to the highly specialized subject orientation of teachers. The Committee considers that academic studies of high intellectual rigour should continue to be offered to those students who want them or need them. However, the Committee also is of the opinion that alternative courses must be developed to meet the needs of students with a variety of interests and academic abilities. Such developments will in turn call for teachers who are trained in new and different areas such as legal and commerce studies, consumer studies, career education, applied finance, computing, nutrition and health, and religious education, and who have a broader orientation than a specific subject discipline.

The needs of special sub-groups

2.20 Submissions before the Committee indicated considerable community concern for the educational needs of particular sub-groups of children. In particular, submissions were made on behalf of the academically gifted, those with learning disabilities, the low achiever, the profoundly handicapped and students of particular ethnic minorities. Major Australian reports such as the Cadman Report[5] and the Galbally Report[6] also suggest that the provision of appropriate education experiences for such children will be an important need in the immediate future. Some submissions expressed concern that the legitimate needs of groups such as these have tended to become submerged in an educational provision aimed at the average student. By far the greatest level of disquiet was expressed on behalf of low achievers. Submissions expressed the view that schooling for many students in this group, particularly at high school level, is ineffective owing to inappropriate curricula and to unsupportive and unsympathetic teachers.

2.21 The *Final Report* of the Royal Commission on Human Relationships[7] expressed the view that immigration policies pursued in the post-war period have made Australian society progressively more multi-cultural. In 1976, for example, it was estimated that 20 per cent of the Australian population consisted of migrants who could not speak English when they arrived in Australia and that one school child in seven came from a home in which a language other than English was the main spoken form. Cultural pluralism rather than assimilation is becoming gradually accepted. All major Australian political parties have argued for a culturally diverse but socially cohesive Australia, and the Commonwealth Government has recently instituted measures to assist in the identification and promotion of multi-cultural objectives. The Committee recognizes, however, that the achievement of a culturally diverse but socially cohesive society requires understanding, tolerance, mutual respect, equality of opportunity and acceptance of diversity,

and accepts that this may be extremely difficult to achieve. Nevertheless, the Committee is of the view that the existing state of dynamic tension, whereby varieties of ethnic groups try to adapt behaviours and beliefs, will probably continue, and that the degree of structural pluralism in the community as a whole will be extended, particularly as the continued influx of migrants calls for increased recognition of the multi-cultural composition of the Australian society.

2.22 The recent international focus on the role of local schools in non-urban communities has been reflected in initiatives taken by the Education Department and non-Government school authorities to reconsider the special needs of small country schools. The National Conference on Rural Education[8] identified a number of general principles advanced by parents of children from remote or isolated areas.

(a) Children in such locations should not be denied the full range of educational and vocational opportunity available to city children.
(b) Wherever possible, this educational provision should be made through the local school so that children can remain in their home settings as long as possible.
(c) Special provision should be made through support services, teacher training and other resources to ensure comparable educational opportunity for children in rural schools.
(d) The small rural school should be recognized as a vital element in maintaining the stability of rural communities.

While endorsing the goals underlying these statements, the Committee appreciates the practical barriers of cost and isolation that will hinder their full realization.

Population trends and school numbers

2.23 The Borrie Report[9] projected an Australian population of between 16 and 17.5 million by the year 2001. The Western Australian population is estimated to grow at an annual rate of approximately 1 per cent and should reach between 1.7 and 1.9 million by 2001, though the north-west of the State is likely to grow at a much more rapid rate owing to resource development. However, while the average birth rate for the nation as a whole appears likely to continue to decline, the Aboriginal birth rate is expected at least to double by the end of the century. Declining birth rates will contribute to a general ageing of the population, with a corresponding relative stabilization in school-age numbers, a feature likely to have a substantial impact on compulsory education and the dynamics of school staffing.

2.24 The period from 1945 to 1975 was a period of very rapid growth in the numbers of students and staff in Western Australian schools and student/staff ratios in both primary and secondary schools were reduced progressively. The number of teachers employed in the State more than doubled during each decade throughout that period, a feature which corresponded with a rapid turnover and promotion of staff as new schools were opened and with a very rapid expansion of the teaching service because of the intake of graduates from the teacher education institutions.

2.25 Over the past several years the growth of student numbers has been much slower and the number of new teachers taking up appointments has been dramatically reduced. At least two major consequences will emerge from this changing rate of growth:

(a) The average age of teachers, which has declined steadily over the past thirty years, is likely to commence rising again as fewer new teachers are added to the very large pool of teachers already in employment. This pattern is likely to be accelerated by the downward turn in the rate of resignation of practising teachers.

(b) The mobility of teachers between schools is likely to be greatly reduced owing to declining promotional opportunity and the opening of fewer new schools. As a consequence, teachers are likely to remain longer in each posting and this has particular relevance in country and isolated areas, where young teachers will be required to serve for longer periods before transferring to more geographically desirable locations.

2.26 The lack of employment opportunities for low-achieving youth is likely to lead to a greater participation rate by these students in the final two years of secondary school. Courses available in these years have been traditionally directed to the needs of academic, tertiary-bound students. The present trend towards the provision of alternative courses more appropriate to the needs of students with a variety of interests and of different academic abilities is likely to accelerate. Recent initiatives towards the development of link-courses[10] utilizing resources of secondary and technical colleges are an important feature of the increasingly flexible provisions becoming available for these students. For the most part, these programmes call for teachers with a less academic orientation and different attitudes and skills from those that apply to teachers of tertiary-bound students. The Committee believes this will have an important bearing on selection and training practices in teacher education.

2.27 The anticipated growth of the Pilbara region over the next twenty-five years will establish a major population centre considerably distant from Perth. This development is likely to hasten the current trend for regionalization of educational management and increase the involvement of individual schools in local decision-making and curriculum development. In the longer term it is possible that these developments will warrant a corresponding regionalization of teacher recruitment and part or all of pre-service teacher education.

Numeracy and literacy

2.28 Apart from the more specific concern about standards of numeracy and literacy discussed later, a number of submissions expressed concern over a perceived decline of standards in schooling generally. Most of the evidence tended to be anecdotal, referring to specific instances within the experience of the person making the submission. However, three particular matters were raised sufficiently often to warrant mention:

(a) The effects of chronological promotion within the primary school whereby students progress from Year to Year regardless of the standard of achievement attained.

(b) The 'no failure' basis of assessment under the Achievement Certificate, which submissions asserted removes the incentive to achieve well.

(c) The declining standard of students entering tertiary institutions in terms of their mastery of specific academic disciplines, which a number of submissions attributed to the broadening of school curricula by the introduction of multi-disciplinary studies as distinct from in-depth study of single disciplines.

The Committee is in no position to evaluate the educational merits of the policies referred to in these submissions, nor does such evaluation lie within the Terms of Reference. However, the submissions were made with sufficient frequency to warrant their inclusion in this report so that they might be brought to the attention of school authorities.

2.29 It is clear from the evidence gathered from written submissions and from oral presentations made to the Inquiry that there is virtual unanimity that preparation in numerical and communication skills is a key responsibility of primary and secondary schools. The Committee considers furthermore that all students, with the exception of a very small minority who are profoundly handicapped, should acquire during their period of schooling the basic skills in those areas needed to meet the minimum requirements of employment and of day-to-day living. However, submissions from employer groups, staffs of post-secondary institutions, and social workers concerned with unemployed youth all expressed serious concern about the existing standards of numeracy and literacy.

2.30 While there is considerable debate over the definition and measurement of the terms 'numeracy' and 'literacy', the Committee accepts the view emerging from a number of research surveys that there is no evidence to indicate a marked decline in standards of numeracy and literacy over recent years. While downward movement may be evident in some areas – perhaps spelling and reading-for-speed – these trends are balanced by upward movements in others such as reading for comprehension. When groups of like students are compared, their overall achievement appears to have undergone little change over recent years.

2.31 Nevertheless, the Committee received submissions from many employers to the effect that school leavers presenting for jobs lacked the basic number and language skills expected of them and that standards for this group of young people are declining. This evidence is consistent with the findings in *Attitudes of Employers to School Leavers in Western Australia*[11], the report of a project conducted jointly by the University of Western Australia and the Education Department. The Committee believes that two important factors contribute to the declining standards of early school leavers identified by employers. Firstly, the retention rate into Years 11 and 12 has almost doubled in the last decade, so that the group of early school leavers is of lower academic achievement than formerly. Secondly, the proportion of unskilled jobs available to students with low achievement has declined sharply as a result of technological advances. As a consequence, students who found employment previously in unskilled labouring positions are now competing for semi-skilled and white-collar positions.

2.32 Employers' representatives have cited deficiencies among school leavers in the spelling of commonly used words, in written expression (with particular reference to letter and report writing), and in the reading skills necessary to undertake the normal requirements of employment, citizenship and future study. Submissions attributed these poor literacy skills to a number of factors. Those most commonly suggested were the impact of television on reading habits, the lack of suitable reading material for poor readers, poorly trained teachers and consequent inadequate instruction in schools, teachers with inadequate personal literacy skills, and inappropriate emphases in school curricula.

2.33 A number of submissions also expressed considerable concern with the capacity of school graduates to handle with confidence and accuracy the numerical operations (particularly those relating to money) that are necessary to enable the individual to function effectively as a citizen or employee. Again, poor teaching and inappropriate school curricula were most commonly blamed for poor standards in this area, but concern was also expressed about the reactive effects resulting from negative attitudes and the lack of personal numeracy skills on the part of many teachers.

2.34 A large number of submissions made special reference to the need for remedial work with low-ability groups, some post-secondary students, and large numbers of Aboriginal and migrant children with respect to both numeracy and literacy. All teachers will inevitably be confronted at some time with children from one or more 'at risk' groups. The Committee therefore notes with concern the view expressed in submissions that many teachers lack diagnostic and remedial skills and considers that greater resources ought to be given to the earlier diagnosis and remediation of learning difficulties in basic number work and language skills to ensure that all children achieve acceptable minimum competency. However, it must also be noted that there is a lack of consensus about what constitutes minimal functional standards for children at various levels. It is clear that further work outside the scope of the Inquiry is required to establish guidelines for schools concerning a range of appropriate performance standards for students at various levels, and in providing appropriate means for measuring performance.

2.35 The Committee notes with satisfaction the current emphasis on developing children's basic skills in Western Australian schools. The Policy Statements from the Director-General's Office, the Learning Assistance Teacher Scheme (LATS)[12], the Education Department's Revised Primary Mathematics Syllabus (1978), PROJECT TRAIL[13], increased provision of staff for guidance and remedial work, and proposals to prepare diagnostic test materials for schools all point to the growing recognition of the needs of children in this area. However, the Committee is of the opinion that schools will be required to give added priority to the development and continued maintenance of basic skills and to improved means of identifying and providing early remedial assistance to children with learning difficulties in these areas.

2.36 Although the main emphasis in developing numeracy and literacy skills should be on the early identification of children-at-risk, the Committee considers that every primary

teacher should be competent in providing for the needs of all children in the basic skills of reading, oral and written expression, and number. This is particularly necessary in view of the fact that the great majority of primary teachers are assigned as general classroom teachers. However, the Committee does not deny the need for specialist staff in schools for diagnosis and remediation of specific learning problems at both primary and secondary levels. Moreover, the claim that many young children are inhibited by teachers' negative attiudes towards mathematics and by their lack of competence in this area suggests to the Committee that primary schools could profit from the appointment of resource teachers in mathematics.

2.37 It is worth noting that submissions from within the teaching profession have expressed concern that mounting pressures for a 'back-to-the-basics' approach to teaching could well be detrimental. This was seen to be particularly true of the numeracy area, where emotive reactions stemming from ignorance of the changing fashions of mathematics teaching could lead to a narrow focus on number work and arithmetic. In the language area, concern was expressed that increased attention to the mechanics of reading, grammar, writing and spelling could be at the expense of fluency of expression, creativity and love of literature. More generally, some submissions expressed concern that an undue preoccupation with literacy and numeracy may threaten the students' overall education by limiting the attention given to those aspects of general education that have less apparent relevance to immediate employment. While it is clear that the schools must respond to the concerns being expressed about standards of numeracy and literacy, the Committee hopes that there will not be an over-reaction to them to the extent that schools are diverted from their primary responsibility of providing a broad general education for future citizens of the community.

Transition from school to work

2.38 The extent to which schools are helping young people orient themselves toward employment and equipping them to compete on even terms in a changed job market has been questioned in a wide spectrum of submissions. Recent technological advances, and underlying changes in the economy generally, have substantially restructured the pattern of occupational demand in the work-place. Central in this has been a continuing decline in the proportion of the work-force needed for low-skill occupations and the consequent concentration of unemployment among young school leavers, particularly those with poor achievement, limited aspirations and few vocationally relevant skills.

2.39 Fairly or unfairly, the young school leaver is at a competitive disadvantage in tightened job markets where employers are able to choose from an expanded supply of more mature or better qualified applicants. Though schooling cannot be expected to influence the supply of jobs *per se*, the kind and quality of schooling can be a significant factor in determining the relative employability of the young. The Committee is far from expert in this area but the evidence suggests that high levels of youth unemployment may be a long-term condition in Western industrialized societies. Continuing high levels of unemployment among early school leavers, and the tendency for employability

to decrease with increasing time out of the work-force, clearly present a social problem of considerable importance. Though any complete response to the problem will obviously have to involve a number of agencies in addition to the schools, there are many who see the schools as occupying a centrally important role.

2.40 The special predicament of young school leavers with poor achievement records has been highlighted by comments made consistently by employers, employment agency personnel, and co-ordinators of youth support programmes such as the Education Programme for Unemployed Youth (EPUY) and the Community Youth Support Scheme (CYSS). According to these groups, early school leavers typically present poorly at interviews, lack basic job seeking skills, and too frequently present themselves as being indifferent or negatively disposed towards work and the free enterprise ethic. At the same time they have unrealistic expectations about their roles and rewards in the work situation.

2.41 Many submissions attributed this particular problem to the lack of relevance of school curricula to the world of work, to the lack of work experience among teachers recruited and trained direct from school, and to the absence of effective counselling for the intending school leaver. Suggested remedies have included a redefinition of schooling to give greater emphasis to the development of vocationally relevant skills, efforts to upgrade the teaching of essential numeracy and literacy skills, and the implementation of work-experience programmes for students and teachers alike.

2.42 There was general agreement in submissions that schools must be more concerned with educating young people about the social and economic realities of work and the labour market, teaching them to value personal effort and the work ethic, and giving them a basis for making better career choices. On the other hand, because occupational structures are likely to change increasingly rapidly as technological advances continue, many submissions argued that schools must prepare students to move flexibly into a range of occupations and to cope with the likelihood of career change in their working lives. Educators argued for a retention of the general education role of schools and stressed the need to prepare young people not only to take a place in the work-force but also, equally importantly, to develop as individuals able to lead constructive and satisfying lives whether in employment or otherwise. The Committee endorses this view.

2.43 The Committee considers that, in the light of community and political concern, some changes in the attitudes of schools and the priorities of their curricula are inevitable, particularly as these relate to the needs of the least able students. The Committee accepts the view that greater priority will be given to consideration of transition from school to work but that this will be achieved within the context of general rather than specifically vocational education. Future school curricula, particularly at the secondary level, are likely to place more emphasis on (a) generalizable skills that may be built upon in a variety of apprenticeship or training contexts beyond school, and (b) on increased opportunities in school courses for work experience and other avenues for developing career awareness and expanding the student's range of occupational choice.

Changing patterns of teaching

2.44 There is clear evidence in curriculum materials produced by the Education Department over the past decade of a trend in teaching style away from the teacher presenting information to a passive class towards activities in which students individually or in small groups actively participate in acquiring information. Courses – if not lecture methods – in teacher education institutions appear to be consonant with this change, the majority giving considerable emphasis to recently introduced methods and materials. However, there were instances cited to the Committee of particular groups of graduates who were unfamiliar with recent developments in school curricula.

2.45 The last several decades have seen an increase in emphasis on the personal freedom and self-expression of both students and teachers within the schools. The relaxation of requirements of dress and behaviour, the increased emphasis on personal expression, the increased curriculum autonomy of teachers and the very overt challenge to the accepted values of society are all expressions of this changing atmosphere within the schools. In the view of the Committee, this freedom is the product of changing attitudes in society that are not likely to be reversed in the short term. These changes have resulted in a teaching environment in schools that is very different from the one many experienced teachers in teacher education institutions are familiar with, so that there is a need for staff in these institutions to refresh their school experiences. It is clear that teaching in present-day schools requires new skills in such areas as motivation, communication, classroom management and conflict resolution.

2.46 Many submissions emphasized the desirability of more active co-operation between the community and its local school. While many parents, individually and in groups, provide invaluable support to schools, particularly in the early childhood and lower primary years, there is little tradition in Western Australia for parents to be involved in policy matters or in matters relating to curriculum decisions. Nor is there evidence of any strong pressure from parents or community groups to become so involved. Indeed, a recent survey conducted by the Education Department[14] suggested that most parents have little desire for such involvement in secondary schools. The Committee accepts the view that increased community involvement is desirable and that the initiative rests with the schools. The Committee considers that teachers, both pre-service and those in the field, will need training in community and parent relations if positive developments in this area are to be achieved.

2.47 One clear conclusion that must be drawn from evidence discussed in this chapter is that the role of the teacher in today's school is many-faceted. There are indications that this diversification of the teaching role will continue in the future and will result in increasing demands for highly trained, knowledgeable teachers with both the specific skills to handle the day-to-day classroom role and sufficient breadth of understanding of the evolving purposes and demands of education in a complex society to adapt to the inevitable changing roles of schools.

2.48 Although it was beyond the Committee's brief to make recommendations directly on the work and purposes of schools, a great deal of evidence was received on the role of the teacher. Though most submissions endorsed the currently favoured generalist role for primary teachers, some argued for various kinds of specialist teachers in primary schools and for a greater use of para-professional and non-teaching support staff. Similarly, while the principle of subject specialization in secondary schools was not challenged, some submissions called for the appointment of generalist teachers able to take responsibility for all or some subject areas for the same class, particularly at the lower secondary level or for the less able students where pastoral care considerations are more important. While there may well be a case for such changes in staffing practices in schools, it is clear to the Committee that any initiatives of this sort would need to come from employing authorities rather than the training institutions, which need to look carefully to the employment prospects of their graduates.

2.49 However, the Committee takes the view that while change in schools is inevitable, this change is likely to be slow, particularly in view of the reduced rate of growth projected for schools and the slower turnover of school staff. Despite discussions in the literature of the impact of technology in the classroom through such developments as computer-monitored instruction and educational satellites, and despite recent innovations in school architecture and curriculum materials, the essential role of the classroom teacher has changed only very slowly. Given the size of the system and the general conservatism of the schools and of the community they serve, the Committee considers that the classroom teacher will continue to occupy the central role in shools for the foreseeable future.

Implications for teacher education

2.50 From consideration of the present and probable future trends in the work of schools the Committee made a number of generalizations related to the work of teacher education institutions. These generalizations, referred to in paragraphs 2.51 to 2.55, have provided a useful basis for considering the current practices of the institutions and the courses offered to their students.

2.51 The Committee considers that teacher education institutions are an important agency of educational innovation and of improved educational practices. It is vital that staff of the institutions remain abreast of current developments in Western Australia and elsewhere in understanding the teaching-learning process and in the developments of improved curriculum materials and alternative instructional and classroom management strategies. However, while teacher educators have a responsibility to provide leadership to the schools by way of innovative practice and new course content, they must balance this responsibility with the need to ensure their graduates are sufficiently in tune with existing provisions and practices to be acceptable to the schools.

2.52 In the latter context, it is essential that teacher educators find ways to remain closely in touch with the work of Western Australian schools so that graduating students are familiar with curricula in current use and have competencies to help them face the

immediate problems of classroom management that confront all beginning teachers. The Committee's analysis of the current patterns and trends in the work of schools in this State points to a number of areas that require greater emphasis in the initial training of teachers. These are discussed in more detail in the next chapter.

2.53 The teaching service, after years of rapid growth and rapid staff turnover, has entered a period of slow growth and of greater staffing stability. Proportionately far fewer young teachers who are able to bring a natural infusion of new ideas will join the service than has been the case over the past thirty years. The Tertiary Education Commission projects that by 1985 only 6 per cent of the teaching-force will be new graduates. In other words, most of tomorrow's teachers are already practising teachers. Increased provision of programmes of continuing education for the profession as a whole will be imperative if teachers are to keep abreast of the changing content of their teaching fields and with continuing developments in teaching methods and curriculum.

2.54 It must be recognized also that students who will enter teacher training courses in 1981 could still be teaching in the year 2025. Undoubtedly, the work of schools will undergo significant changes during the careers of these teachers. In addition to providing the specific competencies needed by beginning teachers, pre-service courses must therefore provide the understandings and attitudes needed to form the basis and stimulus for continuing professional growth through the graduates' future careers.

2.55 The following chapter takes up a range of issues raised in submissions and through the Committee's deliberations on the adequacy of the existing forms of pre-service teacher education in this State. Chapter 4 provides a similar analysis of the needs and current provision of induction and continuing professional development of recent graduates and other teachers generally

CHAPTER 3

PRE-SERVICE TEACHER EDUCATION COURSES

GENERAL DESCRIPTION

Co-ordination and control

3.1 There are seven tertiary institutions providing pre-service teacher education courses in Western Australia. Within the advanced education sector are the four former teachers colleges (now the Churchlands, Claremont Teachers, Mount Lawley and Nedlands colleges) and the Western Australian Institute of Technology (WAIT). Pre-service courses are also provided by the University of Western Australia (UWA) and Murdoch University. A summary of the courses approved at the early childhood, primary and secondary levels in each of the seven institutions is shown in Table 1.

3.2 The seven institutions are funded by the Commonwealth Government's Tertiary Education Commission (TEC) through two of its three sub-councils – the Advanced Education Council (AEC) and the Universities Council (UC). At the same time, the State Government's Western Australian Post-Secondary Education Commission (WAPSEC) is responsible for the co-ordination of teacher education as part of its overall responsibility for the post-secondary sector, including the universities, the advanced education and Technical and Further Education (TAFE) colleges.

3.3 WAPSEC serves as the recommending authority intervening between the advanced education sector in this State and the TEC. All proposals for new courses, student numbers and capital works with respect to the advanced education sector are subject to approval and co-ordination by WAPSEC before recommendations are passed to the Commonwealth Commission. Course approval, accreditation and reaccreditation processes relating to these five institutions are controlled by WAPSEC.

3.4 The two universities, though responsible directly to the State Minister and subject to the TEC for funding, are required to provide information on proposed changes to WAPSEC, which may choose to act in an advisory capacity to the Universities Council of the TEC. Because of its relationships with all of the institutions, WAPSEC is thus able to fulfil a general role of facilitating co-operation and co-ordination between the various agencies of post-secondary education.

3.5 Though membership of WAPSEC includes individuals with special backgrounds and interests in relation to each of the sectors of post-secondary education, these individuals

are selected not as institutional representatives but solely on the grounds of their personal qualifications for membership. The education Department of Western Australia is directly represented on WAPSEC by the membership, *ex officio*, of the Director-General of Education.

Table 1 SUMMARY OF APPROVED COURSES IN THE SEVEN TEACHER EDUCATION INSTITUTIONS

LEVEL	COURSE	INSTITUTION	FIRST-YEAR INTAKES IN 1980*
EARLY CHILDHOOD	Diploma of Teaching (3 yrs)	Churchlands	58
		WAIT	45
PRIMARY	Bachelor of Arts (Ed) (3 yrs)	Murdoch	23
	Diploma of Teaching (3 yrs)	Churchlands	220
		Claremont	132
		Mt Lawley	272
		WAIT	53
	Diploma in Education (3+1)**	Claremont	54
		UWA	20
		WAIT	12
SECONDARY	Diploma of Teaching (3 yrs)	Nedlands	322
	Bachelor of Education (4 yrs)	Nedlands	48
		UWA	6
		WAIT	58
	Diploma in Education (3+1)**	Murdoch	25
		Nedlands	108
		UWA	142
		WAIT	47
	TOTAL		1645

* Includes all new full-time, part-time and external students with no previous professional teaching experience, as at 30 April 1980.

** Three-year degree + one-year Diploma in Education. Intake numbers refer to Diploma component only.

SOURCE: WAPSEC Special Teacher Education Statistical Collection, 1980.

3.6 The various relationships which comprise the network of control and co-ordination responsibilities relevant to teacher education courses in Western Australia are illustrated in Fig. 1.

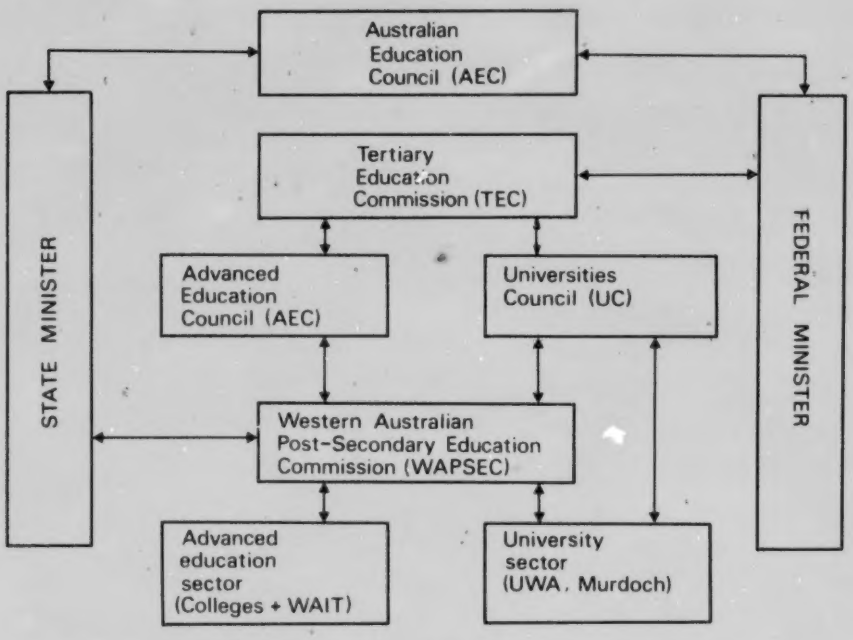

Fig. 1 CO-ORDINATION AND CONTROL RELATIONSHIPS FOR TEACHER EDUCATION IN WESTERN AUSTRALIA

Course structures and models

3.7 The three basic course patterns available for intending teachers in this State are illustrated in Fig. 2. For the purpose of the discussion that follows, the three-year Bachelor of Arts (Education) offered by Murdoch University for primary teachers is taken to be comparable in its basic structure to the three-year Diploma of Teaching available in other institutions.

3.8 A comparison between the uppermost and the two lower course types in Fig. 2 highlights the most fundamental distinction between existing approaches to teacher preparation. In the uppermost pattern, represented by the sequential degree-plus-diploma and often referred to as the *end-on* pattern, the academic content studies are completed in a block prior to the one-year graduate diploma course of professional studies. Contrasting with this are the two so-called *concurrent* models in which academic-content and professional studies are taken together in a single undergraduate education degree or diploma course.

3.9 For the purposes of analysing these course patterns, the Committee has also distinguished between what it has termed *integrated* and *self-contained* courses, a distinction having to do *only* with the context in which the student's academic content

studies are taken. In integrated courses, intending teachers undertake their academic content studies in classes alongside students taking the same units in courses leading to other professions. The units are taught by specialist staff from the disciplines concerned. In self-contained courses, both professional and academic content studies are provided wholly within the School or College of Education. Students study in classes comprised only of other teacher education students, who are taught commonly by staff with teaching experience at primary or secondary levels. This pattern enables the units to be designed specifically to meet the needs of prospective teachers.

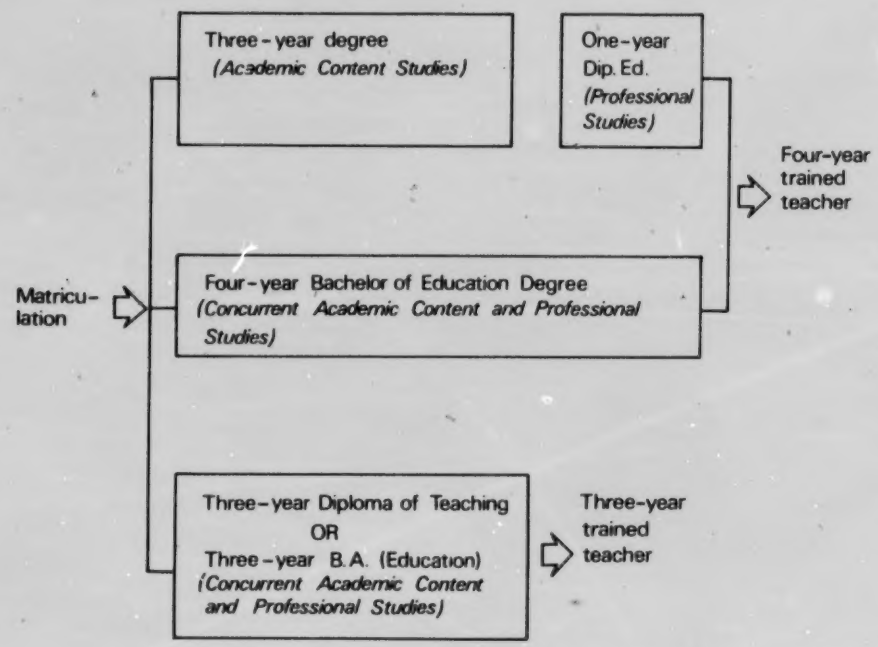

Fig. 2 BASIC COURSE PATTERNS FOR PRE-SERVICE TEACHER PREPARATION IN WESTERN AUSTRALIA

3.10 Courses offered by the two universities and the Institute of Technology have adopted the integrated model, which capitalizes on the opportunities for teacher education students to take academic content units of high academic standing in other specialist departments or schools on campus. In the four colleges, teacher education courses are fully self-contained. This applies even in those colleges with major areas of study other than teacher education - for example, the Churchlands College, with its schools of Teacher Education and Business Studies.

3.11 In terms of *end-on/concurrent* and *integrated/self-contained* distinctions referred to in paragraphs 3.8 and 3.9, there are three distinguishable models of pre-service prepara-

tion being offered by the training institutions. These are shown in the upper-left, and the two lower cells of Table 2. At the present time, no avenue exists for early childhood teachers to qualify via a degree and Graduate Diploma in Education.

Table 2 CLASSIFICATION OF COURSES IN PRE-SERVICE TEACHER PREPARATION

		Academic Content Studies	
		Integrated	Self-contained
Professional Studies	End-on	Degree + Dip.Ed. *(Primary)* / Dip.Ed. *(Secondary)*	N/A
	Concurrent	B.Ed. *(Secondary)* Diploma of Teaching *(Primary & ECE)* B.A. (Education) *(Primary)*	B.Ed. *(Secondary* Diploma of Teaching *(Secondary, Primary & ECE)*

ISSUES IN PRE-SERVICE TEACHER EDUCATION

Introduction

3.12 A considerable body of evidence was received from community and parent organizations, recent school leavers, teacher education students, beginning and experienced teachers, major employing authorities and teacher organizations concerning the effectiveness of pre-service teacher education programmes in preparing graduates to enter the profession. The overall assessment was encouraging. Superintendents, school principals and classroom teachers reported that the overall quality of beginning teachers was satisfactory and had improved over recent years. These comments may well be due in part to the increased selectivity possible in times of teacher over-supply. It nevertheless reflects favourably on the work of teacher education institutions that beginning teachers were found to be effective, enthusiastic and positive in their attitudes towards children, school and their profession.

3.13 Despite the generally favourable assessment of the capacity of beginning teachers, almost all submissions related to teacher education made critical comments on particular aspects of teacher education courses. The overall thrust of these criticisms was that teach-

er education courses devoted too much time to theoretical considerations and optional personal development units and devoted insufficient time to the specific knowledge and practical skills needed by the beginning teacher.

3.14 The need to view these particular criticisms in context was pointed out by a number of submissions and is endorsed by the Committee. Many submissions strongly emphasized that the first few years of teaching must be regarded as an integral part of the professional preparation of a beginning teacher and that certain components of teacher development could only effectively emerge from continuous experience within the classroom as a full-time teacher. The following discussion will refer in the main, however, to the pre-service component and will highlight those features of existing courses that the Committee believes can be improved. Further comments about the ways in which the continuing education of practising teachers should complement or reinforce the pre-service years will be treated in Chapter 4.

3.15 The principal concerns expressed in submissions and other evidence before the Committee are discussed under the sub-headings listed below.

Selection into the teaching profession.
Development of professional attitudes.
Preparation for teaching the basic skills.
Practice-teaching experience.
The preparation of secondary teachers.
The preparation of primary and early childhood teachers.
Length of courses.
The supply of, and demand for, specialist teachers.

For the most part, these sub-headings derive directly from the Terms of Reference for the Inquiry, though some have been introduced to highlight aspects that received particular attention in submissions and in the Committee's analysis. The sub-heading related to teaching practice, for example, has been included to reflect the importance given to this issue in many submissions. Those concerning the preparation of teachers for the different levels of schooling reflect the fact that the views expressed on the adequacy of existing forms of teacher education were often specific to a particular level.

Selection into the teaching profession

3.16 Many submissions, particularly those from parent and community organizations and schools, emphasized the importance of the personal qualities of the teacher. While accepting that the successful teacher must be master of the subject matter to be taught and must understand the processes and practices of teaching and learning, these submissions asserted the importance of personal qualities such as empathy for children, patience, vitality, flexibility, tolerance, sensitivity and communication skill. They further expressed concern that students were selected to enter teacher education institutions and could graduate as qualified teachers on the basis primarily of academic performance and with little regard to their personal qualities.

3.17 The Committee discussed this difficult problem at length in all teacher education institutions and with other major interested parties interviewed. In general, the teacher education institutions were strongly of the view that any attempt to select students at the point of entry into their institutions on the basis of personal qualities was impractical in terms of the numbers involved and invalid in terms of the highly unreliable instruments that would be used, such as interview or personal reference. They maintained that the process of identifying suitability for teaching is best undertaken during pre-service courses while the students are engaged in practice-teaching experiences and through the natural process of self-selection, whereby students who find themselves unsuited to teaching opt voluntarily for other courses. The institutions maintained that the selection process for admission must be perceived to be fair to all applicants and not unduly influenced by subjective judgements either on the part of schools providing references or of tertiary staff undertaking interviews. The Committee in general supports this view and notes that no attempt is made in the comparable professions of social work and medicine to screen students at the point of admission on the basis of personal qualities. However, in the case of the one-year end-on Diploma in Education, the Committee is concerned whether the variety and length of teaching practice experience is sufficient to enable the students unsuited to teaching to be identified.

3.18 The Committee examined in some detail the reasons why the 40 per cent or so who typically do not complete their pre-service training withdraw from their courses. Evidently, only about one-eighth of these are terminated by the institutions on the basis of either low academic grades or unsuccessful practice-teaching experience. The extent to which judgements of poor suitability for teaching or lack of professional attitude are involved in termination decisions by the institutions or are involved in voluntary withdrawal by the students themselves is not known. A rejection rate of around 5 per cent from what is an unselected population is not convincing evidence that all those who may be unsuited to teaching are being effectively counselled out during the pre-service period.

3.19 Of particular concern to the Committee is the fact that teacher education courses, whether leading to the one-year Diploma in Education or the three-year Diploma of Teaching, are vocationally specific so that the student, once embarked, must decide whether to complete the course and proceed to teaching, abandon the course altogether, or else stay on to complete a qualification that has limited value outside teaching. This problem is particularly marked in the case of the Diploma of Teaching, where students may have invested more than two years in a teacher education course before extensive school experience identifies them as unsuited to teaching. Under present arrangements students cannot graduate with the Diploma of Teaching unless they reach a satisfactory level of performance in the practice-teaching component, and students considered unsuited for teaching on this score can therefore not be awarded an accredited qualification. The Committee considers that opportunities should be provided, within the context of the Diploma of Teaching courses, for students who are unable or unwilling to continue to a teaching career to graduate with an alternative non-teaching qualification.

Recommendation 1

That the Western Australian Post-Secondary Education Commission negotiate with teacher education institutions to provide for those students who consider themselves, or are judged to be, unsuited or uncommitted to teaching, either

(a) freer portability across institutions by way of allowing credits in non-teacher education courses for studies completed in teacher education courses; or

(b) an opportunity to graduate from the teacher education programme with an alternative non-teaching qualification.

3.20 A number of submissions expressed concern that the publicity relating to teacher over-supply may have led to a decline in the number and quality (in terms of TAE aggregate) of students admitted into pre-service teacher education. In the light of this concern, the Committee undertook a detailed analysis of the academic ability of students entering teacher education courses as measured by the aggregates obtained in the Tertiary Admissions Examination over the four years 1977 to 1980 inclusive. In 1978 the aggregates of students admitted into primary teacher education were markedly below those of 1977. However, by 1980, the trend had shown some signs of reversal, and the general level of admitted students by that time resembled that of 1977. The initial drop in academic standing is consistent with a declining pool of applicants; the later reversal probably reflects the marked reduction of overall intake in 1980. The data for admission of secondary students entering the Nedlands College, and the associated students entering the University of Western Australia, show a fairly uniform pattern across the four-year period. However, there is evidence that these students, particularly those entering the University of Western Australia, are of higher academic standing than those entering primary teaching. Except for the special case of degree students associated with the Nedlands College, the Committee was unable to isolate the prospective teachers from among the general body of degree entrants in the Institute of Technology and the two universities.

3.21 There is evidence also that women students entering early childhood and primary teaching courses greatly outnumber men students and are of generally higher academic standing. These statistics are cause for concern when viewed against recent research evidence suggesting that far fewer women choose a lifelong teaching career and few aspire to or achieve promotional positions in primary schools.

Recommendation 2

That the teacher education institutions and the Education Department undertake a deliberate recruitment campaign to attract high-ability male students into primary and early childhood teaching.

3.22 The Committee notes and endorses the policy that applies in several teacher education institutions of attracting a proportion of mature-age students with a wide variety of previous vocational experiences into teacher education courses. The Committee also notes

with approval that the Mount Lawley College, the Nedlands College and the Institute of Technology have set up procedures to provide entry into specially designed courses which enable Aboriginal students who might not otherwise be qualified for admission to become qualified as teachers. Several submissions highlighted the need to include among Aboriginal teachers, students drawn from Aboriginal communities that adhere to traditional Aboriginal custom, culture and belief. These submissions referred to the difficulty of recruiting such students, the length of course required to bring them to the level of the Diploma of Teaching, and the problems associated with bringing students from remote regions to Perth for training. The submissions recommended the establishment of special courses for training Aboriginal teachers' aides. The courses would be located in the North-West, perhaps at one of the Pilbara colleges. The Committee did not consider it had sufficient expertise in this area to make any recommendations based on these submissions but feels they warrant consideration by experts in the field of Aboriginal education.

Development of professional attitudes

3.23 No institution undertakes any systematic programme to identify, develop or assess desirable personal qualities in students undergoing pre-service preparation except through instruments used to report on practice teaching. In most instances, the forms used to rate a student's performance on practice teaching, particularly on the final practice, ask Co-operating Teachers to assess a variety of personal characteristics related to the student's suitability for teaching. Among the characteristics to be assessed are variously included relationships with pupils, willingness to accept advice, vitality, enthusiasm, personal standards, general classroom manner and bearing, self-confidence, professional concern, reliability and punctuality.

3.24 A number of institutions, particularly those providing concurrent teacher education courses, expressed the view that the development of appropriate professional attitudes and personal qualities emerge incidentally when students are immersed in the professional ethos of the institution. The Committee is not inclined to discount the development of attitude by example, particularly in the face of the frequent references made in many submissions to the characteristically high professional attitude of graduates from the former Graylands Teachers College. However, the Committee is of the view that the fortuitous development of appropriate professional attitudes is not in itself enough, and that institutions should give more direct and positive attention to the identification and development of appropriate attitudes during pre-service courses.

3.25 It must also be noted that superintendents, principals of Government and non-Government schools, and Education Department liaison officers all spoke most highly of the attitudes, enthusiasm and commitment of beginning teachers. Indeed, a question more important than the development of appropriate attitudes during pre-service training may be the question of the maintenance of those attitudes by practising teachers.

3.26 The Committee considered the procedures adopted by employing authorities when selecting students to be offered employment. In the non-Government school sector, pre-

selection from among the applicants is usually on the basis of academic record and teaching-practice mark, but final selection is based upon personal interview, often by the principal and senior staff of the particular school.

3.27 In the Government school system, graduates are ranked for employment consideration on three equally/weighted criteria:

(a) academic record;
(b) teaching practice record; and
(c) personal qualities as gauged by interview before an Education Department superintendent.

Appointments generally go to those with the highest aggregate rating on these criteria, although they depend also on the willingness of the applicant to take up an appointment where it is available. In the case of secondary teachers, the competence of the applicant to meet the teaching requirements of a particular appointment has an important bearing in addition to the above considerations.

3.28 Graduates appointed to Government schools are asked to arrange for two confidential records from referees of their choice. These are used largely to verify data obtained by other means. Because the students elect who shall provide the references, it is difficult to make discriminations based upon them. More reliable information could be obtained if institutions were to provide potential employers with a report on the personal attributes of individual students and an assessment of their personal suitability to teaching. The compilation of such reports would also have value in directing the attention of staff in the institutions to the systematic development and assessment of desirable personal qualities.

Recommendation 3

That pre-service teacher education courses provide extensive opportunities for all students to demonstrate aptitude and personal suitability for teaching; that these qualities be identified, systematically assessed, and incorporated in the students' graduating record and made available to employing authorities in the form of a confidential report; and that students judged to be unsuited to teaching be directed into alternative careers.

Preparation for teaching the basic skills

3.29 An area of particular concern identified in the Terms of Reference was the preparation of teachers to teach the basic skills of numeracy and communication. As discussed earlier, this aspect of the work of schools was subject to considerable critical comment from employer and parent groups and by implication must be regarded as an area of community concern with respect to teacher education courses.

3.30 The Committee identified two major themes in the concerns expressed by submissions. The first related to the beginning teacher's own competence and confidence in numeracy and written and oral expression. The second related to the ability of beginn-

ing teachers to teach the skills of number and communication to their students effectively.

3.31 The Committee endorses the view that the community has a right to expect teachers to be educated persons who are both highly literate and competent in the area of numeracy. None of the submissions presented to the Inquiry contradicted this general stance. However, frequent reference is made to the fact that some students in teacher education institutions are deficient in the skills of literacy and numeracy. Common areas of concern are spelling, grammar and speech deficiencies, inadequate written expression, a fear of mathematics, and the relatively low level of secondary mathematics education of a large proportion of teachers in training.

3.32 Tertiary institutions were asked to indicate what standards of personal literacy and mathematical competence should be mandatory for a student to graduate as a teacher. Some considered that the basic responsibility lay with the secondary schools and that the normal entry requirement of Tertiary Admissions Examination English or English Literature should provide sufficient indices of literacy, but others questioned the reliability and validity of these criteria. One institution noted that many students had not studied English literature, and thus considered it likely that they lacked a sufficiently broad education. Generally, there was lack of clarity in defining both literacy and numeracy, although a practical approach to defining standards in the latter area was offered by one college, namely that teachers shall have a thorough knowledge and understanding at the level of the primary mathematics syllabus.

3.33 The Committee considers that competence in primary mathematics is indeed a minimum requirement for teachers who do not specialize in mathematics education. It endorses the view expressed in the Crowther Report, viz.

> Numeracy has come to be an indispensable tool to the understanding and mastery of all phenomena, and not only of those in the relatively close field of the traditional natural sciences. The way in which we think, marshal our evidence and formulate our arguments in every field today is influenced by techniques first applied in science. The educated man therefore needs to be numerate as well as literate.[15]

As a consequence, teacher education courses will need to provide for those students who enter without acceptable minimum levels of competence in mathematics. The Committee does not accept the view expressed to it that a degree in the humanities (say) is a sufficient guarantee of numeracy or that a degree in science (say) is a sufficient guarantee of written and oral communication skills.

3.34 The Committee places prime importance on a level of competence in communication skills high enough for teachers to be able to acquire information through reading and listening, apply a high level of maturity in interpreting this material and express their ideas about it clearly through speaking and writing. In this, each teacher becomes a model for pupils. Consequently, the Committee supports the view stated in some submissions that pre-service courses of teacher education should provide opportunities for teachers to maintain and extend their personal communication skills and should ensure that all graduates have attained a minimum acceptable level.

3.35 There is considerable variation between institutions in regard to the diagnosis of student weaknesses and the provision of remedial assistance, where needed, in either literacy or numeracy. In one college, earlier testing programmes have been dropped because of staffing constraints and pressure from students. Other colleges employ various methods of treating students with weaknesses and either encourage them to seek special assistance or request that they do so and make it mandatory for students to obtain a clearance from the remedial programme before being allowed to graduate. The Committee endorses the idea of diagnostic assessment, counselling and appropriate remedial work for students in their first year of teacher training.

Recommendation 4

That all teacher education courses include criteria for diagnosing standards of numeracy and literacy of student teachers and provide remedial work for those who fail to meet minimum standards, and that teacher-employing authorities seek evidence of acceptable standards in all prospective appointees.

3.36 The teaching of reading and number are accepted as central to the role of the primary school. Although submissions varied as to the best approaches to teaching these subjects and the particular aspects of number and communication skills that ought to be incorporated in the curriculum, no submission disputed the key role of reading and number in the primary school.

3.37 The Committee undertook a detailed analysis of the time devoted to the teaching of language arts (reading, listening, speaking, writing and spelling) in the various courses of primary teacher education. The details are tabulated in the Committee's *Review of Teacher Education in Western Australia, 1980.* The following generalizations can be made:

(a) The time devoted to reading and language arts in self-contained courses at the three colleges preparing primary teachers is in the order of 200 hours or more. The time devoted in integrated primary courses at the Institute of Technology and at Murdoch University is in the order of fifty hours.

(b) The time devoted to reading in the one-year end-on Diploma in Education at the Claremont Teachers College is typically about one-quarter of that offered in that institution's three-year concurrent Diploma of Teaching.

3.38 Submissions from schools and beginning teachers expressed concern that individual institutions tended to emphasize a particular approach to the teaching of reading to the exclusion of other approaches. Consequently, the beginning teacher may be placed in a school where this approach is not acceptable to the staff or where the necessary supporting reading materials are not available. These submissions advance the case for a more eclectic approach to the preparation of teachers in the area of reading.

Recommendation 5

That all primary teacher education institutions review their course offerings in the language arts, particularly reading,

(a) to ensure that adequate time is devoted to them;
(b) to assess the appropriateness of the methods advocated to the classroom settings that are encountered by beginning teachers; and
(c) to ensure that sufficient emphasis is given to recognizing, diagnosing and remediating learning difficulties of students in schools in the area of language.

3.39 The Committee accepts the validity of the submission made by reading experts that even for high-achieving students the teaching of effective reading habits should not stop at the end of primary school. Comprehension is subject related and the exposure of students at secondary level to new subjects and to new methods of learning requires the further development of language skills. Reading skills are central to further education, and their development must continue in the secondary schools. Research data show that a significant number of students enter Year 8 with reading ages equivalent to Year 4 or Year 5. These students lack the reading skills necessary to cope with the demands made by their various high school subjects.

3.40 The Committee discussed this problem in detail with the staffs of the institutions preparing secondary teachers. Only at Nedlands College is emphasis placed on the teaching of reading or on diagnosing and remediating learning difficulties in language. In this one case, courses in reading are restricted to students preparing to be teachers of English. In view of the widespread criticism of the communication skills of early school leavers, the Committee considers that greater emphasis must be given in secondary schools to the basic skills of communication, particularly with respect to low-achieving students. The Committee considers further that the responsibility for the development of satisfactory communication skills in secondary school students must rest with all secondary teachers, not only teachers of English.

Recommendation 6

That all institutions providing courses of secondary teacher preparation develop for all secondary teacher trainees courses that will assist the trainees
(a) to develop the language skills of their students within the context of their special teaching area; and
(b) to identify the level of language development of students with the objective of enabling the trainees to adapt classroom activities to an appropriate level.

3.41 Emphasis given to the teaching of mathematics in primary teacher education courses follows a similar pattern to that for language arts in that the colleges offering self-contained courses devote as much as twice the time given in the corresponding courses at Murdoch University or the Institute of Technology. The Mathematical Association of Western Australia, in its submission to the Committee, detailed the minimum coverage of mathematics considered desirable in courses for primary teachers in terms of both content and teaching methods. Details of course content and emphases for each of the institutions are published in the *Review of Teacher Education in Western Australia, 1980.* The Committee notes that all of the institutions fall short of the (perhaps idealized) standards proposed by the Mathematical Association.

3.42 Only Claremont and Churchlands include a substantial compulsory component of mathematics in their primary teacher education courses. It has been put to the Committee by representatives of the training institutions that many students entering primary teaching courses do so from a very limited background of secondary school mathematics, and that a significant proportion of these have histories of failure or poor performance in mathematics and consequently lack understanding of the mathematics they will teach. It was suggested that many have also developed a fear of and dislike for mathematics which, unless alleviated during teacher education, becomes transmitted to their own students, thereby perpetuating a cycle of failure. The Committee considers, from its discussions with a wide range of people, that there is substantial truth in this claim and considers that all primary teacher education courses should include a substantial and compulsory mathematics component for all such students.

Recommendation 7

That all primary teacher education courses include the compulsory study of mathematics designed to give students an understanding of the mathematics they will teach and confidence in their own capacity in mathematics.

Practice-teaching experience

3.43 The Committee received oral evidence and written submissions stressing the need for an increase in the proportion of pre-service course time devoted to various forms of school-based experience. Approximately one-quarter of every pre-service course is currently devoted to school experience. The length of practice typically differs substantially between concurrent and end-on courses, the latter incorporating significantly fewer days than is the case with concurrent courses. Across the institutions, the total time devoted to school experience ranges from 70 to 105 days for concurrent courses and from 40 to 70 days in end-on courses. However, despite the time devoted to practice and the importance given to it in all submissions and by the teacher education institutions themselves, there was widespread opinion that the school experience component was not achieving its full potential. It appears to the Committtte that the problems are partly due to organizational aspects within the control of the institutions, and partly due to the attitudes and performance of teachers in the schools in which the practice experience is located.

3.44 Criticisms were made by pre-service students of some aspects of school experience in general and of certain specific forms of teaching practice. A number of students referred to what they saw as serious discontinuities between their school-based experiences and the associated theory and methods components of their course work. Students were also critical of most forms of day-return or unit-day practices, which they considered to be highly contrived and to provide little insight into the real role of the teacher. The particular forms of unit-day practice employed by Murdoch University and the Institute of Technology, however, are defended by those institutions on the grounds that they are planned to provide structured experiences directly related to issues being discuss-

ed in lecture sessions. In this way they seek to overcome some of the discontinuity between the practice-teaching experience and other aspects of the students' courses.

3.45 A considerable number of submissions and virtually all the oral evidence before the Committee from pre-service students, beginning teachers and Co-operating Teachers stressed the superior value of the extended block practices adopted by the colleges through their long assistant teacher programmes. The Committee also received much favourable comment concerning the system of on-site-supervision used by Murdoch University through its fleet of school-based caravans. However, both extended block practice and on-site supervision arrangements were subject to the general criticisms concerning the extent and appropriateness of supervision. These criticisms are discussed later in this chapter.

3.46 In view of the foregoing, the Committee feels that the institutions should critically review the nature and placement of school experience within the courses they offer, and that consideration should be given to providing an extended range of different settings and experiences, and at least one period long enough to allow for graded development of teaching and control techniques in situations comparable to those teachers are likely to encounter in classrooms of their own. It is the strong view of many teachers that practices shorter than four weeks do not meet this second requirement. There was no objective evidence presented to the Committee, however, to prove a direct relationship between the amount of school experience and the effectiveness of beginning teachers. Further, the quality of the school experience must be considered as well as the duration, and the time devoted to practice must be balanced against the other demands placed upon a pre-service teacher education course. Nevertheless, the Committee accepts the view – one that is given overwhelming support in the submissions – that greater emphasis should be given to school experience in all courses. This applies particularly to the one-year Diploma in Education courses. The Committee accepts that the time available in these courses is restricted in comparison with three- or four-year courses. Even so, the Committee considers that all students should experience through demonstration visits and practice teaching at least ten different school settings and should spend at least fifty days in schools, including one continuous period of not less than twenty days.

Recommendation 8

That the teacher education institutions review their present school-experience arrangements to ensure that the total experience for each student includes the following elements:

(a) the opportunity to observe and practise specific teaching and management techniques;

(b) systematic experience through demonstrations and practice teaching in a range of selected settings (at least ten) to ensure exposure to a variety of teaching styles, urban and rural schools, classes of different age levels and students of all ability groupings;

(c) the opportunity to develop confidence through systematic involvement in a series of planned experiences over at least fifty days of graduated difficulty;

(d) the opportunity to participate in at least one practice period of sufficient length (at least twenty days) to reflect with fidelity the range of responsibilities and classroom demands students are likely to meet as beginning teachers.

3.47 All institutions were criticized by their own students and by teachers from their associated Co-operating Schools for the infrequency or inadequacy of practice supervision. It was commonly reported that students were visited only once or twice during practice periods of up to thirteen weeks. The placement by Murdoch University of supervisory staff on-site, in well-equipped caravans, was commented upon favourably by many staff and students. However, this pattern has apparently led to some conflicts between the role of the school staff and the role of the supervisory staff from the University.

3.48 The quality of practice supervision also drew some unfavourable comment. Practice supervision is sometimes undertaken by lecturers who are not experienced teachers, and commonly by lecturers whose experience is dated, or limited to overseas schools. An analysis of the qualifications and experience of the staff of teacher education institutions confirmed these concerns by identifying in many institutions only a small proportion of staff with recent relevant school experience. This is particularly evident in the more recently established colleges and schools of education, where there has been a tendency to recruit a high proportion of staff from overseas applicants with special academic qualifications.

3.49 The Committee recognizes the practical difficulties of providing supervision in the schools in such a way that all students are seen by the appropriate methods lecturers. Even in the on-site caravan model, the supervisory staff are limited in the subject-specific assistance they can give during secondary school practice. In most of the institutions there is a deliberate policy of organizing the supervision rosters in such a way that all academic staff, whether directly involved in teaching the students or not, are actively involved. The advantages of having tertiary staff maintain contact with current practices in schools are acknowledged. However, the Committee considers that the need to maintain adequate and relevant supervision and assessment of the students' practice must, in this context, have priority over the needs of staff development. Institutions should develop other means to keep staff in touch with the work of schools.

3.50 The role of teachers in Co-operating Schools is seen in all submissions as being crucial to the effectiveness of teaching practice. In an attempt to help Co-operating Teachers to interpret their intended role in school experience, all institutions have given considerable effort to preparing detailed explanatory notes and guidelines, and these are made available before the practice periods. Despite the high quality of these materials it is clear from discussions with students and with school staffs that printed materials in themselves are not sufficient to ensure effective communication between the school and the teacher education institution. Students report that they frequently experience

conflict between competing expectations of the school and the institution. The difficulty in obtaining employment upon graduation appears to exacerbate this conflict. Student teachers are aware of the importance of teaching-marks in the selection of graduates to be offered employment and consequently feel considerable pressure to conform to the dictates of both the Co-operating Teacher and the Practice Supervisor. Co-operating Teachers were criticized by the institutions for taking too little cognizance of the stages of development of different students and for setting expectations that are either too demanding or insufficiently so. School staff, on the other hand, submitted that the institutions make unrealistic demands on student teachers and their Co-operating Teachers. Concern was also expressed that school children, particularly those at critical points in their programmes, can be adversely affected by the use of their classes to provide teaching practice for inexperienced teachers.

3.51 It is clear that the obligation to pay training and demonstration allowances to teachers necessarily limits the amount of school experience that can be offered to students. Principals and teachers have recognized this problem by accepting, without payment, final-year students undertaking an extended block practice under the Assistant Teacher Programme and by not claiming for the many informal contacts with students and staff of the institutions. The payment of allowances to individual staff is acknowledged by many as also having two other undesirable side effects. First, it tends to remove the overall responsibility for the assistance of the trainee from the whole staff of the school by placing it explicitly with the individual being paid the allowance. Secondly, it often establishes an expectation that teachers should be paid for any service no matter how small – an expectation that tends to act against the proper professional partnership between schools and institutions so that neither party feels confident in requesting or offering co-operation.

3.52 The Committee is of the view that assistance to the next generation in training has been accepted as a proper responsibility of all professions and a responsibility for which direct financial payment to individuals is, in general, inappropriate. The Committee believes further that the responsibility for trainee teachers should be accepted by the school as a whole. In schools where this pattern has been adopted each trainee participates in a wide range of experiences and receives the benefit of the expertise of the whole staff of the school rather than from a single Co-operating Teacher. Such participation requires thorough and detailed planning and close co-ordination with the training institutions to ensure that the experiences planned for students are commensurate with their levels of development. The co-ordination involved is too important and too demanding simply to be added to the already diverse responsibilities of a school principal. Nor is the task an appropriate extra-curricular role for any staff member, however professionally motivated.

3.53 The Committee considers that substantial benefits would arise if practice and demonstration allowances to individuals were abolished and replaced by a system of payment to schools for services rendered. Payments made in this way could provide for the appointment of a member of staff with an appropriate allowance to co-ordinate the

overall practice programme in the school. The total amount of money currently paid to principals and teachers by the institutions is in the order of a half million dollars annually. Aggregated within schools accepting trainees from the institutions, this money could provide a substantial fund able to provide co-ordinated support for the practice periods and a range of staff development functions for those teachers who take part in practice supervision.

Recommendation 9

That the teacher education institutions, representatives of the schools or employing authorities (as appropriate), and teachers' industrial associations negotiate a pattern of payment for practice supervision whereby payment to individual teaching staff is replaced by a system in which funds are to be used for staff development and for the appointment of staff to ensure the effective co-ordination of practice teaching and to enhance the communication between schools and institutions.

The preparation of secondary teachers

3.54 A comparison of first-year intakes for each of the three basic course models for secondary teacher preparation is shown in Table 3, and the institutions offering the different types of programmes can be seen from Table 4. The dominant models are, with almost equal popularity, the end-on degree-plus-diploma and the self-contained, concurrent Bachelor of Education or Diploma of Teaching, these last two being offered exclusively by the Nedlands College. A small number of students are being trained as secondary teachers through the integrated, concurrent Bachelor of Education at the Institute of Technology, and an almost negligible number are involved in the corresponding programme offered by the University of Western Australia.

Table 3 COMPARISON OF FIRST-YEAR INTAKES (1980) FOR THE THREE BASIC COURSE MODELS FOR SECONDARY TEACHER PREPARATION

		Academic Content Studies	
		Integrated	Self-contained
Professional Studies	End-on	43%	N/A
	Concurrent	8%	49%

Table 4 CLASSIFICATION OF SECONDARY PRE-SERVICE COURSES (NUMBERS INDICATE FIRST YEAR INTAKES IN 1980)

		Academic Content Studies	
		Integrated	Self-contained
Professional Studies	End-on	*Degree* (UWA, WAIT, Murdoch) + *Diploma in Education* UWA (142) WAIT (47) Murdoch (25) Nedlands (108)	N/A
	Concurrent	*Bachelor of Education* UWA (6) WAIT (58)	*Diploma of Teaching* Nedlands (322) *Bachelor of Education* Nedlands (48)

SOURCE: WAPSEC Special Teacher Education Statistical Collection, 1980.

3.55 With respect to integrated and self-contained courses, the Committee has received evidence strongly supportive of both modes, although among the students who choose the integrated courses there is evidently a strong preference for the end-on rather than concurrent courses. The particular strength of integrated courses, as far as prospective secondary teachers are concerned, lies in the academic rigour they provide for specialist academic content studies. Students taking academic content units outside teacher education do so with students from a wide range of professional fields and have to compete for academic excellence with the top students in their chosen disciplines. Moreover, the academic staff of the universities and the Institute of Technology who are responsible for the academic content component of integrated courses are in general more highly qualified in their disciplines than are their counterparts who teach in self-contained courses, and have the advantage of being part of a larger faculty with mutually supportive academic interests and wide-ranging research participation.

3.56 The Committee sees integrated courses as being of particular value in the preparation of secondary teachers. One of the vital roles of secondary schools is to provide a strong academic base for further study for those students who will proceed to higher study in preparation for professional and administrative vocations. The Committee thus considers that academic courses based on the traditional disciplines will continue to be

offered in secondary schools and believes that the degree-plus-diploma model of teacher education provides secondary teachers with the strong subject preparation appropriate for teaching and developing such courses.

3.57 The second major source of secondary teachers is through the self-contained concurrent courses at the Nedlands College. These courses focus on breadth rather than on depth in academic preparation, tend to give as their first priority an orientation towards teaching, and integrate elements of professional study and teaching practice in each year of the course. The particular strength of these courses lies in their specificity to the needs of teaching. Course content can be chosen for its relevance to teachers rather than to a range of professions, and staff selection can emphasize teaching experience and excellence rather than academic excellence and research potential, thus allowing subject content to be integrated with school curricula. Institutions in which teacher education courses are self-contained have the added advantage of being able to suspend the academic programme to incorporate extended school experience at appropriate times.

3.58 Though there has long been within schools a tradition favouring high-level academic qualifications and upper-school teaching experience for promotional advantage in secondary schools, this is undergoing change. Negotiations currently in train will make it possible for teachers to move through the promotional system in Government schools without having taught in the upper school. This will enable teachers to develop their career specialization at the lower secondary level, and in alternative upper-school courses designed for students who are not destined for tertiary studies. In the light of the evidence discussed in paragraphs 2.15 to 2.19 the Committee feels that further developments will occur in secondary school courses, allowing them to serve better the needs of students who are not tertiary bound. These developments will call for teachers in more practical areas such as business education, art, industrial arts and home economics and for teachers with a broad rather than a specialist academic preparation. In this context the Committee believes that concurrent courses provide an important complement to the alternative degree-plus-diploma avenue of secondary teacher preparation. In particular, the concurrent programmes appear to be uniquely suited to the preparation of the more generalist secondary teacher foreshadowed in 2.19 of the previous chapter.

3.59 Concern has been expressed to the Committee, however, that staff at the Nedlands College who teach subjects other than education are not fully qualified in the relevant disciplines and are isolated from the mainstream of academic thought and research in their fields. An analysis of staff qualifications at the College confirmed that the majority of these staff have been drawn from a school rather than a tertiary teaching background, and as few as one-quarter have a Masters or higher degree in an academic content area. This staffing practice does assist the integration of the professional and academic content components of the course and is in keeping with the school orientation of the Nedlands concurrent courses. On the other hand, it limits the capacity of the College to ensure that its courses are fully rigorous and abreast of current developments in the particular disciplines.

3.60 Some movement of staff between academic institutions could lessen this problem. However, the general pattern of declining numbers will limit such opportunities in the future. Furthermore, the recommendations of the Dunbar Committee[16] will limit the opportunity of staff to undertake further study. As a consequence, the State Committee feels that colleges need to develop policies of staff development to ensure that their staffs retain currency and an active research involvement in their teaching disciplines. This is of particular importance in the case of the Nedlands College, which is involved in the preparation of secondary teachers.

Recommendation 10

That all colleges, and particularly the Nedlands College, develop policies to ensure that academic staff remain abreast of developments in their teaching fields. Such a policy could include

(a) exchange of staff with faculties of the universities and the Institute of Technology;
(b) participation of staff in professional associations in their fields;
(c) professional experience programmes undertaken in association with research or teaching in appropriate faculties of universities or institutes of technology.

The preparation of primary and early childhood teachers

3.61 It is clear from Tables 5 and 6 that the overwhelming majority of primary teachers are being prepared through self-contained (and consequently concurrent) courses. The same bias in favour of self-contained concurrent courses is evident also for early childhood teachers, although the imbalance is not as marked as for those in primary courses.

3.62 Intending primary teachers may be prepared by either a three-year degree plus end-on diploma, or by the three-year concurrent courses offered by the Institute of Technology, Murdoch University and the three primary colleges. Early childhod teachers are prepared only through the three-year, concurrent Diploma of Teaching, but have the option of a self-contained course at the Churchlands College or an integrated course at the Institute of Technology. The fact that early childhood teachers have no opportunity at the present time to enter this field by way of a degree-plus-diploma was seen by Murdoch University to be discriminatory, and in the long term likely to diminish the status of early childhood teaching relative to other levels of the profession. The Committee received no other submissions expressing this view, and believes that the Bachelor of Education conversion courses open to early childhood teachers after initial training provide adequately for those interested in acquiring degree status.

Table 5 COMPARISON OF FIRST-YEAR INTAKES (1980) FOR DIFFERENT COURSE MODELS

EARLY CHILDHOOD COURSES		Academic Content Studies	
		Integrated	Self-contained
Professional Studies	End-on	–	N/A
	Concurrent	44%	56%

PRIMARY COURSES		Academic Content Studies	
		Integrated	Self-contained
Professional Studies	End-on	11%	N/A
	Concurrent	10%	79%

3.63 The Committee endorses the prevailing opinion that concurrent courses are more appropriate for the majority of primary teachers. The Committee considers it desirable that all teachers be themselves educated people with strongly developed intellectual interests, but feels that the primary teacher needs a broad education rather than the in-depth specialization that is characteristic of a degree in an academic discipline. Moreover, preparation to teach in the primary school requires a background in academic content and teaching methodology for all the school curriculum areas and special competence in the areas of language and number skills. For most students, the one-year diploma course with its compressed time span substantially reduces the time available for professional socialization and development of the full range of curriculum background and needed teaching skills.

Table 6 CLASSIFICATION OF PRE-SERVICE COURSES FOR EARLY CHILDHOOD AND PRIMARY TEACHER PREPARATION (NUMBERS INDICATE FIRST YEAR INTAKES IN 1980)

EARLY CHILDHOOD COURSES		Academic Content Studies	
		Integrated	Self-contained
Professional Studies	End-on	NIL	N/A
	Concurrent	*Diploma of Teaching* WAIT (45)	*Diploma of Teaching* Churchlands (58)

PRIMARY COURSES		Academic Content Studies	
		Integrated	Self-contained
Professional Studies	End-on	*Degree* (UWA, WAIT, Murdoch) + *Diploma in Education* UWA (20) WAIT (12) Claremont (54)	N/A
	Concurrent	*Diploma of Teaching* WAIT (53) *Bachelor of Arts (Education)* Murdoch (23)	*Diploma of Teaching* Churchlands (220) Claremont (132) Mt Lawley (272)

SOURCE: WAPSEC Special Teacher Education Statistical Collection, 1980.

3.64 However, the Committee considers that there are advantages for the profession in retaining an end-on course for appropriate degree graduates interested in primary teaching careers. The Committee has received evidence that the primary Diploma in Education courses provide an avenue to attract students of high academic ability with strengths in particular disciplines who might not otherwise enter the primary service. Such students are likely to have unique potential for leadership in their specialist areas and should be encouraged into the profession. While the Committee does not favour subject specialization on any broad scale in the primary field, it believes that the degree-plus-diploma

entry to primary teaching should be maintained as a significant complement to the prevailing generalist, concurrent mode of entry.

3.65 The Committee is of the opinion that some of the advantages cited earlier for integrated courses at the secondary level also apply, though perhaps with less force, to primary and early childhood courses. Concurrent, integrated courses at the Institute of Technology and Murdoch University have the advantage that the study of academic content takes the intending teachers into contact with students in other professional fields, allows them to pursue an academic discipline at some depth, and exposes them to the rigour that characterizes degree studies in the academic disciplines.

3.66 But there are clear advantages also where academic studies are taken in the self-contained courses offered in the colleges. As noted earlier, academic content in these self-contained courses can be chosen for its relevance to teaching and to the particular personal-development needs of the intending teacher. Many students entering teacher education courses, particularly primary teaching courses, need to extend their limited backgrounds in particular subject areas such as mathematics or science. If enrolled in an integrated course in a multi-purpose institution they must enrol in the regular courses in these subjects and compete with students with high achievement and interest. As a consequence, they tend to opt out of the subjects or to attempt them and fail, thus increasing their lack of confidence. On the other hand, mathematics and science units offered in a teacher education context can be oriented toward the re-establishment of confidence and a positive attitude toward these subject areas as well as extending the student's knowledge in those aspects which will find the most ready application in the primary classroom.

3.67 The colleges providing self-contained courses have the advantages also of being able to recruit staff on the basis of subject expertise and background in primary teaching. These same colleges can also provide greater flexibility in the placement and integration of the school-experience component of their courses.

3.68 It became clear to the Committee that there is no consensus as to what structure constitutes an ideal teacher education course. Each different course structure has its particular strengths. Some courses have deliberately chosen to emphasize general academic education, and some place first priority on professional development. Some courses focus more on providing a strong philosophical and theoretical base for further educational growth, and others focus on preparing teachers for the immediate tasks facing a beginning teacher. The Committee considers such diversity of approach to be desirable and conducive to innovation and improvement. Further, given the variety of schools and the wide variations in courses and students within them, it is appropriate that graduating teachers should have different profiles of strengths and interests.

Recommendation 11

The Committee considers that a variety of approaches to teacher education is

desirable and recommends that, in broad terms, the present variety of approaches be retained.

Length of courses

3.69 Many submissions were made to the Committee that pre-service teacher education should be lengthened. Though in some cases this was a blanket suggestion meant to apply to all the present course patterns, the majority who argued for longer courses were concerned either with adding further time to the end-on diploma courses, or extending all three-year Diploma of Teaching courses to four years.

3.70 As a specific request, the Committee was asked by WAPSEC to consider the desirability of phasing out the secondary Diploma of Teaching at Nedlands in favour of the four-year, concurrent Bachelor of Education degree. At the present time, approximately 45 per cent of all secondary trainees are being prepared by the Nedlands College's three-year Diploma of Teaching. While a small proportion of these elect to stay on to complete a further year (which takes them to the four-year trained, Bachelor of Education level), the great majority choose to begin their teaching with the three-year qualification. Since Education Department regulations require three-year trained teachers to complete a further academic year of study to be eligible for promotion in Departmental schools, most of these can be expected to build on this at a later stage by way of part-time study toward the Bachelor of Education. The Committee is unaware of any evidence that those trained initially to the four-year level make better teachers than those who choose to complete their degree by a final year of study after some time in the schools. In the absence of such evidence, the Committee is not prepared to recommend that the present three-year course for secondary teachers at Nedlands be discontinued.

3.71 With regard to primary teacher preparation, the Committtee notes that at the present time only a very small minority of students – those few who take the end-on diploma after completing an academic degree in a content discipline – are involved in four-year pre-service courses. All other primary teachers are prepared by way of the three-year concurrent Diploma of Teaching or the corresponding three-year Bachelor of Arts (Education) degree.

3.72 The Committee recognizes the difficulty experienced by all teacher education institutions in making sufficient time available in present pre-service courses to meet all the needs of their students and the potential expectations of employers. This is particularly so in the case of the degree-plus-diploma course, which must in four years meet the demand for special subject content and for professional preparation. But it also applies to the various concurrent programmes at the primary level, where the graduate is generally expected to be competent in the whole range of school curriculum areas and equipped with the skills and maturity to exercise the many roles of the general classroom teacher. As noted earlier, many submissions have been critical of what they see as an inadequate amount and variety of teaching practice available to students in all courses,

and imply a need for altering the basic course structures or increasing their overall lengths.

3.73 However, the Committee is not convinced that it is necessarily to the advantage of the student or the schools to increase the length of the pre-service training period. Elsewhere the Committee has argued for some expansion in the provision of further education opportunities for teachers after they have acquired a background of experience in the schools. In general, the Committee sees greater value in further study if it is taken as an experienced teacher through participation in a Bachelor of Education conversion course or one of the various graduate diploma courses, rather than in any additional years of pre-service preparation. It would cost about $7m annually to extend all three-year courses to four-year courses. While it could be argued that this cost would be offset by a reduction in post-experience enrolments, the Committee considers participation in post-experience courses to be valuable to four-year-trained and three-year-trained graduates alike and would not favour a reduction in post-experience participation (and hence costs) to offset the extension of pre-service courses to a fourth year. Quite apart from direct costs of this sort, account has to be taken also of the substantial costs to graduates of delaying their teaching appointments by one year. These considerations, added to the lack of empirical evidence clearly favouring longer courses, are such that the Committee does not believe that any mandatory extension of the present three-year courses is warranted.

Supply of, and demand for, specialist teachers

3.74 The situation with respect to the total supply of, and demand for, additional teachers through pre-service courses is extremely complex. Clearly the rapid growth of primary and secondary school numbers, characteristic of the previous decade, has slowed dramatically as a consequence of changes in the Federal Government's immigration policy and in the birth rate. The policies of teacher-employing authorities with respect to student-teacher ratios, class sizes, non-contact time for teachers, and employment of supernumerary specialist teachers also affect the demand for additional teachers.

3.75 The most significant factor influencing the demand for new teachers in recent years has been the sharp decline in the rate of resignations from the existing teaching force. An overall wastage rate of approximately 10 per cent prevailed in Government schools for many years prior to 1975. At that time, however, the rate commenced a sharp downward movement and by 1979 was in the order of only 3 per cent. Each 1 per cent decrease reduces the annual demand for new teachers by about 120. Changing social and regulatory patterns with respect to the continuing employment of married women teachers has been a major contributing factor. The general economic climate has also militated against teachers obtaining employment in other fields.

3.76 The situation with respect to the supply of, and demand for, beginning teachers is extremely sensitive in the present economic circumstances and manpower forecasting is likely to remain unreliable. The Committee considers also that the teaching profession

as a whole stands to benefit when the level of supply is sufficient to allow employing authorities a measure of selectivity among applicants for appointments. Nevertheless, the Committee considers that chronic over-supply is wasteful of resources and that the question of pre-service intakes should not be left entirely to the informal forces of the market place. The Committee favours a continuing role of WAPSEC in monitoring and controlling pre-service teacher education intakes both to reduce the prospect of severe over-supply and to prevent shortfalls in particular specialist areas.

3.77 The Committtee was invited in the Terms of Reference to give consideration to the supply of, and demand for, specialist teachers. In this context, the Committee identified three groups of specialist teachers:

(a) Subject specialist teachers in primary schools.
(b) Subject specialist teachers in secondary schools.
(c) Teachers with specialist training to meet specific teaching situations in schools.

3.78 With respect to the provision of specialist teachers in primary schools it has been noted above that all major employing authorities and schools have indicated a strong preference for primary teachers to be prepared as generalist classroom teachers. Comment has already been made on the role of the degree-plus-diploma pattern of preparation in providing a small group of primary teachers with in-depth subject specialization. In addition, all concurrent primary teacher education courses require students to elect a measure of subject specialization in their courses. It seems likely that a greater role for specialist teachers in primary schools may emerge in the future, with consequent changes being required in primary pre-service courses. For the present, however, the need is for adequate post-experience courses to enable practising generalist primary teachers to specialize. The provision for such teacher development through post-graduate diplomas is discussed in Chapter 4.

3.79 With respect to pre-service secondary teacher education, data relating to Government school appointments for the 1978 graduating group make it clear that the question of teacher over-supply is specific to particular teaching fields. The percentages of graduates in social studies, physical education and guidance who were available to teach and were offered appointments in these fields at the beginning of 1979 were considerably lower than that for the graduating group as a whole. Of the social studies and physical education groups, around one-third of the original qualified applicants had not received appointments by the end of the school year. For guidance graduates, more than two-thirds of the qualified applicants had not received appointments by that time. In all other specialist areas virtually all the graduates seeking teaching positions in Government schools were appointed within twelve months of graduation. In business education, library, agriculture, home economics, manual arts, mathematics and science, all available graduates were employed during the year and the Education Department experienced difficulties in filling vacancies in the second half of the year. Analysis of the data relating to 1979 graduates shows similar trends emerging.

3.80 From discussions with the institutions it appears that sub-quotas are applied to intakes for the specialist secondary teaching areas only by the Nedlands College. However, in respect of the sub-quotas applied to the graduate Diploma in Education course in particular, the College believes it is being disadvantaged by the fact that similar quotas are not applied by the competing institutions. In view of this, the Nedlands College is considering some relaxation of its present sub-quota policies until the issue can be resolved on a joint basis by all the institutions involved. Despite the publicity given in recent years to the limited prospects for teaching appointments in the areas of English, social studies or physical education, numbers accepted into Diploma in Education courses with degrees in these areas have been higher than those accepted with degrees in other fields. The Committee considers that this reflects the difficulty graduates with degrees in English, some of the social sciences, or physical education face in finding employment outside teaching.

3.81 The Committee shares the reservations expressed by WAPSEC regarding manpower predictions and is opposed to the application of quotas that are too restrictive. However, the Committee believes that WAPSEC should extend its role of applying overall quotas to teacher education intakes by co-ordinating intakes in specialist areas so that the mix of specialist teachers graduating is more closely related to the needs of schools.

Recommendation 12

That the Western Australian Post-Secondary Education Commission consult with the relevant institutions and employing authorities to review the supply of, and demand for, secondary teachers in each specialist teaching area, with a view to providing effective counselling to students prior to the commencement of their courses and, if necessary, establishing specialist sub-quotas at the point of intake.

3.82 In addition to specialist subject teachers at the primary or secondary levels, schools have specialist needs in other areas. Areas identified specifically in submissions were

(a) Diagnosis and remediation of learning difficulties.
(b) Curriculum design and evaluation.
(c) Teaching special sub-groups such as the ethnic minorities, the gifted, the retarded, and the physically handicapped.
(d) Vocational guidance and counselling.
(e) Test construction, application and analysis.
(f) Distance education through correspondence, itinerant teachers and the Schools of the Air.

It was claimed in a number of submissions that there is also a need in secondary schools for a proportion of generalist teachers who can exercise more of a pastoral role in the context of teaching one class for the majority of time.

3.83 The current practice of all employing authorities is to appoint beginning primary teachers as generalist classroom teachers only, and to appoint beginning secondary teachers only as specialist subject teachers. Beginning teachers are not appointed to the

specialist roles listed in the previous paragraph nor to generalist positions in secondary schools. In general terms, the needs of the schools for specialists in these areas are met by selection from successful and interested practising teachers, with or without special training. Until employment and subsequent promotional opportunities are available to beginning teachers in these specialist areas, teacher education institutions cannot be expected to develop pre-service courses to supply them. It is clear that if changes are necessary they must result from deliberate joint policy decisions of school authorities and teacher education authorities. Such policy decisions necessitate the establishment of a high-level policy committee of the type described in the later section on communications.

RELEVANCE OF COURSES TO THE WORK OF SCHOOLS

Introduction

3.84 Of particular prominence in many submissions was the claim that pre-service teacher education courses are not sufficiently related to the immediate needs of newly appointed graduates. The considerable emphasis given to the need for improving the teaching-practice component was one reflection of this concern. Submissions also highlighted the need for pre-service courses to focus on the skills of classroom management essential to the beginning teacher and on the need for beginning teachers to be thoroughly familiar with curriculum materials commonly used in Western Australian schools.

3.85 Despite the general assessment that beginning teachers were of a high standard and had shown a marked increase in readiness to cope with the classroom in recent years, submissions identified many areas in which increased emphasis could be appropriate. The general trend of this evidence was that pre-service courses for teachers ought to emphasize the skills and knowledge needed by the beginning teacher, rather than theoretical or philosophic bases for future professional growth. It is clear to the Committee that different institutions have taken somewhat different positions on this matter. The Committee considers this to be in every way appropriate and would not wish to see a uniformity of approach. There are nonetheless in the submissions a number of consistent themes that warrant consideration.

Development of appropriate teaching skills

3.86 Comments concerning the competence of newly graduated primary and secondary teachers focused on the particular skills and knowledge needed to cope with the circumstances commonly faced by beginning teachers. A number of submissions referred to the need for teaching strategies that can be applied to flexible-space teaching areas, multi-year and multi-level grouped classes, classes containing significant numbers of Aboriginal children or children from other ethnic groups, and low-achieving, poorly motivated children.

3.87 Reference was also made by the District High Schools Principals' Association and by conferees at the National Conference on Rural Education to the need for placing more

emphasis on preparing teachers for appointment to rural schools, particularly those that are isolated. Particular reference was made in this regard to the development of skills in dealing with parents and community, skills in becoming orientated to a local environment and social setting, and skills in utilizing local resources in the development of the school curriculum. These skills were seen in other submissions to be important to all beginning teachers whether appointed to rural or urban schools.

3.88 Mention was also made of the need to prepare pre-service students more fully in skills relating to classroom and school management. The following specific aspects were identified:

(a) Programming and programme evaluation.
(b) Assessing achievement, maintaining records and reporting to parents.
(c) Managing resources and facilities.
(d) Using projectors, duplicators and other educational hardware and special aids.
(e) Locating and accessing systemic support services available through such agencies as the Guidance, Curriculum and Publications branches of the Education Department.
(f) Timetabling and other organizational skills.
(g) Exercising pastoral care roles as a form-teacher or within a sub-school organization.

Emphasis on school curricula

3.89 Many submissions, particularly those from beginning teachers and teacher organizations, expressed the view that pre-service courses place too little emphasis on the content of curricula currently used in schools. With few exceptions beginning teachers reported that during their early teaching years they adopted broad curriculum guidelines that were provided by senior staff in their schools or by the Education Department. They maintained that pre-service courses should devote more time to the specific skills of programming and planning within the framework of such curriculum guidelines rather than to the theory of curriculum construction and evaluation. This issue is a particular case of a frequently repeated general theme – the balance between meeting the immediate needs of beginning teachers on the one hand and providing a strong base for further professional growth on the other.

3.90 Analysis of the courses offered by the institutions verified the claim by graduates of some primary teacher courses that they had received inadequate preparation in some areas of the primary curriculum and no exposure at all in some cases to one or more of the areas of music, art/craft, physical education or science. Specific curriculum studies were found to vary from 500 or more hours in self-contained college courses to 200 or less hours in integrated courses in the Institute of Technology or Murdoch University. In some institutions, while appropriate curriculum units were available, some were elective so that students could graduate with gaps in particular curriculum areas. In view of the clear policy of schools and employing authorities that graduates from primary courses should be able to assume responsibility for all curriculum areas, the Committee recommends that this situation be improved where appropriate.

3.91 Graduates of secondary teaching courses shared the criticism of beginning primary teachers that their courses did not give them sufficient familiarity with the particular curriculum materials currently in use in schools or in the skills of planning and programming from those materials. This criticism was common to all courses but was most strongly voiced with respect to the one-year graduate Diploma in Education, regardless of which institution. Though extensive curriculum materials have been published to help secondary teachers interpret and implement the various subject syllabuses, a number of recent graduates reported that they were quite unaware of these materials when first taking up teaching appointments.

3.92 Discussions with staff in the institutions revealed the special expertise that exists in each institution with respect to specific curriculum areas. The Committee feels that considerable value would derive from regular dialogue between the institutions with respect to the content of courses in the various curriculum areas.

3.93 Recent graduates in secondary teaching, particularly those appointed to district high schools, referred to difficulties resulting from the over-specialization of their teacher education course. Many were called upon to teach in two major fields, together with some involvement in the school's options programme and courses in health education, physical education or human relations, for which their pre-service course had not prepared them. These concerns were confirmed by an analysis of the specific academic content units included in the undergraduate degree of students entering the Dipioma in Education in 1980. This analysis showed a significant group limited to teaching only one subject area and a small number limited by extreme specialization to teaching only a particular discipline strand within that subject area. At the Nedlands College, students entering the graduate Diploma in Education are required to take additional content units where their undergraduate degrees are deemed to give inadequate preparation for teaching in secondary schools. Almost half of the students selected require such additional work. It is noteworthy that not all institutions were aware of the specific units comprising the undergraduate record of some students admitted to the graduate Diploma in Education.

3.94 To some extent this problem is self-correcting in times of teacher over-supply, for graduates who opt for narrowly based preparation limit their employment prospects. However, the Committee considers that the work of liaison officers appointed by the Education Department in counselling prospective teachers on the choice of appropriate units is important and should be extended by the institutions to all prospective teachers in undergraduate courses.

Continuous self-evaluation of teacher education courses

3.95 In addition to the specific comments discussed in previous sections of this chapter, several other broad concerns were raised in the submissions. Some submissions expressed concern about the lack of integration between the various units in many pre-service courses, particularly those leading to the Diploma of Teaching. These courses were seen, particularly by students, as being splintered into many small, unco-ordinated parts

leading to instances of serious overlap and to a lack of unity over the entire course. These criticisms were borne out to some extent by an analysis showing that students in some courses are required to complete as many as fifty individual units over the three-year course.

3.96 A second broad area of concern, voiced especially with respect to the Diploma in Education for secondary teachers, related to the balance between theoretical and practical aspects of the course. Student teachers and recent graduates expressed the opinion that too much emphasis had been placed in these courses upon what they should know rather than upon what they should be able to do. These students strongly favoured the development of personal skills in areas such as communication, classroom management and conflict resolution through active participation in case studies, role-playing, micro-teaching and other simulation experiences.

3.97 A third general criticism made of many courses was concerned with the freedom of choice available to students. It was asserted by school authorities that the pattern of electives enabled, and in some instances forced, students to delete from their pre-service courses any study, even at an introductory level, of areas crucial to their effective preparation. These assertions were partly borne out by an analysis of the courses at the various institutions.

3.98 These criticisms were made to a greater or lesser extent of all courses. The Committee feels they are valid, and that they imply the need for some fundamental re-thinking by the institutions of their basic approaches to teacher education courses.

3.99 It appears to the Committee that now is an opportune time for institutions to review their courses. For the past thirty years, the extraordinary rate of growth in primary and secondary school numbers has produced a strong demand for graduates. Teacher education institutions have themselves gone through a corresponding period of rapid growth, in which their energies have been consumed to a high degree in coping with the expansion of existing courses and the development of new courses. The institutions have now entered a period of contraction in pre-service student numbers, and this could provide an opportunity for consolidation and review of courses. In this regard, the data collected by the Committee and tabulated in the *Review of Teacher Education in Western Australia, 1980* could provide useful comparative bases to initiate review and research.

3.100 The Committee's examination both of the professional literature and of the submissions received identified the following minimum outcomes of all pre-service teacher education courses:

(a) Personal academic education to provide understanding of the social context and the physical environment, and expert knowledge in the trainee's teaching field.

(b) Understanding of human behaviour, in particular of the learning-teaching process, and of the needs of children from different backgrounds.

(c) Personal skills in communication and in human relationships, as they apply within the school and associated community.
(d) Familiarity with the curriculum and administration of existing school systems.
(e) Confidence and skills in classroom management and teaching.
(f) The development of a personal philosophy of education and a commitment to the teaching task and to the profession of teaching.
(g) The capacity and attitude for continued professional development.

Teacher education institutions should undertake a thorough review of their course structures and content against such a set of objectives.

Recommendation 13

That all institutions offering pre-service teacher education courses undertake a thorough review of their objectives and the appropriateness of their courses to achieve these objectives. Such a review should ensure that pre-service courses place adequate emphasis on the development of appropriate teaching skills and on student teachers' acquiring familiarity with all school curriculum areas.

3.101 The Committee notes that some limited external evaluation of courses occurs in the colleges and the Institute of Technology through the procedures of course accreditation involving the Western Australian Post-Secondary Education Commission and the Australian Council for Awards in Advanced Education. Some institutions have subjected courses or particular units within them to evaluation by ex-students. While such procedures are of value, the Committee considers that evaluation of courses by teacher groups would provide invaluable information to assist an institution in the process of course evaluation and modification.

3.102 The Committee is aware of evaluation procedures adopted outside this State in which courses are subjected to detailed scrutiny by practising teachers. As part of a total process of course evaluation, several institutions invite small working parties, made up largely of practising teachers, to provide detailed critiques of various components of their courses. In this way, the content of courses can be subjected to detailed analysis from the point of view of its relevance to the needs of schools. An institution need not necessarily attempt the review of all components simultaneously, but might follow a rolling programme of review, evaluating only a few components at a time.

Recommendation 14

That each teacher education institution establish working parties to review and advise upon designated components of its courses. These working parties should comprise teachers and curriculum experts associated directly with schools, but should be supplemented by specialist experts from other institutions and professional bodies where appropriate.

3.103 The Committee supports in general the process of course accreditation carried out by the Western Australian Post-Secondary Education Commission on behalf of the

Australian Council for Awards in Advanced Education. The preparation of documents for such course accreditation typically provides a valuable stimulus to the evaluation by institutions of their course structures and procedures. In addition, course developments come under the scrutiny of recognized outside experts who comprise the accreditation panel. While the Committee recognizes that accreditation by outside panels must of necessity be somewhat superficial and may reflect the particular interests and biases of the members of the panel, it believes that the process is of significant value.

3.104 The Committee was concerned with the impression gained that several institutions regarded course accreditation almost as a binding contract, which could not be changed without reaccreditation. The Committee is of the view that internal course assessment and modification by the institutions themselves ought to be a continuous process. In this context, accreditation ought to be seen as an evaluation of the standard of the courses at the time of accreditation rather than as a contract to be maintained throughout the accreditation period.

Recommendation 15

That the Western Australian Post-Secondary Education Commission review and clarify the process of course accreditation and consider authorizing institutions to undertake continuous course evaluation and development within the broad framework of accredited courses.

3.105 Significant review and self-study cannot be undertaken without resources. The Committee considers that staff resources in the teacher education institutions should not be reduced automatically to match declining pre-service numbers but that special provision should be made to capitalize on unused staff resources to foster programmes of course evaluation and innovation.

Recommendation 16

That the Western Australian Post-Secondary Education Commission recommend to the Tertiary Education Commission that specific allowance be made in the funding of teacher education institutions to enable systematic course evaluation and development. The Committee considers that a special purposes grant for each year of the next triennium equivalent to 1 per cent of the recurrent grant in 1979 would enable significant developments to occur.

Communications

3.106 It is apparent that there exist some inadequacies in communication among those responsible for the preparation of teachers, those who employ teachers, and those who employ or interact with the products of schools. A number of submissions attributed this poor communication to the granting of autonomy to the former teachers' colleges and to the entry of new autonomous institutions into the field of teacher education. While this may be a contributing factor, the Committee considers that the principal reasons derive from the very complex scene in teacher education and the very rapid expansion of

the tertiary sector. Given the number of parties now involved it is inevitable that co-ordinating machinery will need time to develop optimum efficiency. Realizing this, the teacher-employing authorities and the teacher education institutions have shown a desire to effect better communications. The Committee concurs with the strength of the submissions and believes that regular systematic discussions ought to be held at a high level between the various parties to discuss broad issues of policy and procedure.

Recommendation 17

That the Minister for Education establish a high-level committee comprising representatives of teacher-employing authorities and teacher education institutions to meet on a regular basis to communicate and discuss changes of policy and procedure.

3.107 The weakened communication link that attracted most comment in submissions was that between the teacher education institutions and the schools. Teachers felt the autonomy of the institutions and their diversification into fields other than teacher education were contributing to a remoteness from school systems and an unresponsive attitude to legitimate criticisms from schools. The claim of teachers in schools that the staffs of teacher education institutions lacked recent teaching experience in the school situation was supported by staff data provided by institutions. While it is not suggested that the only mechanism for tertiary staff to keep in close touch with schools is actually to teach in them, survey data gathered by the Committee do indicate a lack of recent school teaching experience by the majority of those staff actively engaged in the preparation of teachers. In the current economic climate, the steady-state staff situation will not permit an infusion of significant numbers of new staff with recent school experience, and the aging and entrenchment of present staff will inevitably continue.

3.108 Many submissions asserted that there is a need (a) for teacher education institution staff to acquire a more accurate appreciation of current trends and practices in schooling, and (b) for school personnel to become more familiar with, and to take a greater part in, the structuring and evaluation of courses in the teacher education institutions. As one important means of meeting these needs, these submissions advocated a more ready interchange of staff between schools and teacher education institutions.

3.109 The Committee accepts the view that both schools and teacher education institutions would benefit from regular exchanges of staff between them. A number of the institutions presently have arrangements whereby a limited number of their academic staff spend up to a year at a time in the schools, and it is relatively common practice for certain categories of teachers to be seconded by the Education Department to the institutions. However, the current policy of the Education Department restricts the secondment of senior-level staff holding promotional positions in the schools or its regional and central offices. Moreover, industrial agreements with the Teachers' Union effectively preclude the appointment or secondment of staff from the tertiary institutions to promotional positions in the schools. The Committee recommends that these policies and

industrial considerations be reviewed so that interchange between the two sectors, both by appointment and secondment, can be facilitated. Interchange of this sort is already possible in non-Government schools, and there have been a number of instances of senior appointments being taken up by individuals from the teacher education institutions. The Committee recognizes the problems associated with upsetting established promotional expectations, particularly in the case of teachers who have served in unfavoured localities to gain promotional advantage. Nevertheless, the Committee considers that the system as a whole would benefit by a more ready exchange between senior positions in the schools and senior positions in teacher education institutions.

Recommendation 18

That the Education Department

(a) review its present policy regarding the secondment of staff to teacher education institutions with a view to allowing both longer periods of secondment of senior staff from schools and its regional and central administrative offices; and

(b) negotiate with the State School Teachers' Union to establish criteria by which staff of tertiary institutions with appropriate qualifications and relevant experience can be eligible for appointment to promotional positions within Government schools.

3.110 The Committee sees it as highly desirable that schools and teacher education institutions become more active partners in the education profession. In the same way that it has been argued in a previous section that teachers should accept the responsibility of contributing their professional expertise to the training of student teachers, the staff of teacher education institutions should accept a responsibility for contributing expertise to the development of innovative and improved curricula and practices in schools. To some extent this is already happening and the Committee is encouraged by the high level of involvement of many teacher educators in the activities of professional associations and in particular projects in co-operation with schools. The Committee would like to see this extended. In particular, it is recommended that training institutions use the resources available to them through professional experience programmes to encourage their staff members to undertake work in active association with schools.

Recommendation 19

That teacher education institutions encourage staff to develop informal professional associations with schools and allocate a proportion of professional experience programmes to enable staff to undertake projects of research and curriculum development in schools or with school authorities in active association with teachers and school administrators.

EXTERNAL CONSTRAINTS ON THE INSTITUTIONS

3.111 Submissions from the various teacher education institutions indicated a number of

external constraints that the institutions consider are limiting their capacity to provide optimal teacher education courses.

Funding procedures

3.112 The funding of tertiary institutions involved in teacher education has been closely related to the authorized number of students enrolled in approved courses. The Committee was unable to ascertain the exact basis of funding, which is understood to be related to the mix of students in terms of courses and levels and to other State-specific factors such as superannuation commitment. The simple arithmetic of dividing total recurrent funding by the total number of full-time equivalent students reveals a pattern of funding within States and between States that is difficult to rationalize.

3.113 The pattern of enrolment-driven funding has led to the biasing of policies in the institutions towards the expedience of maintaining and expanding student numbers in order to maintain funding. The institutions responded to the reduced quotas for pre-service education by a very rapid development of post-experience courses. These new courses have thus enabled institutions to retain the numbers of students necessary to maintain the employment of their existing academic staff.

3.114 In the main, new courses have not attracted additional funds to recruit new academic staff. In some cases existing staff lack the qualifications and experience necessary to provide some of the highly specialist new courses introduced at Graduate Diploma, Bachelors degree or Masters degree level. Moreover, the restrictions on study leave, applied as a consequence of the recommendations of the Dunbar Committee, reduce the capacity of institutions to free staff to take part in formal study directed toward higher or additional qualifications.

3.115 The proportion of external and part-time students in teacher education institutions has risen sharply as a consequence of the shift in emphasis from pre-service to post-experience courses. The implications of this change on the level of funding is unclear, since little detailed information was available to the Committee on the comparative costs of providing instruction in external, part-time or full-time modes.

3.116 It is clear that the funding of institutions cannot be independent of numbers. However, the Committee favours the development of procedures that will make it less imperative for institutions to maintain or expand numbers year by year in order to maintain their existing courses and staffing establishment.

3.117 The Committee understands that new funding procedures now being applied are based upon the level of funding necessary to support effective courses rather than upon a rigid per capita basis. The Committee supports such procedures and considers that the basis for determination of levels of support of the various institutions should be published, thus enabling anomalies between States or between institutions within States to be identified and eventually solved. At the same time the funding of tertiary education would become more subject to informed public scrutiny.

Recommendation 20

That the Tertiary Education Commission develop and publish a rationale for the level of funding in institutions that makes it no longer imperative for them to retain or expand numbers and that

(a) enables the orderly and responsible management of the institutions; and

(b) makes it possible for the basis of funding to be subject to public scrutiny.

Course approval procedures

3.118 Institutions within the advanced education sector expressed considerable concern over the lengthy prodecures involved in the approval through WAPSEC and the Tertiary Education Commission of proposals for new courses. Current practice requires that submissions be made at the beginning of each year with respect to course proposals that the institutions plan to implement two years later. This lengthy procedure seriously inhibits the capacity of institutions to respond to the changing needs of schools. The process of course approval has also involved the preparation and submission of extremely lengthy course proposals. These submissions, often revised for resubmission in two or three consecutive years, have been time-consuming for the institutions – time that might better have been directed towards the evaluation of existing courses.

3.119 The staff of the teacher education institutions have also been pre-occupied over the past five years in preparing submissions to a number of major State or national inquiries into post-secondary education. These include the Partridge Committee, the Williams Committee, the Birt Committee, the Cadman Committee, the Auchmuty Committee, this inquiry, and numerous specific committees established by WAPSEC. Each of these committees of inquiry has placed under some threat all or part of the educational programme of almost every institution concerned with teacher education. Each has resulted in the institutions' embarking upon a major exercise of justification, either of the institution as a whole or of parts of its programme. While each of these inquiries may have been justified in the interests of rationalizing the post-secondary sector, it is evident to the Committee that their frequency and apparent importance have led to the institutions' adopting a defensive stance with respect to their courses. Such a climate is not conducive to effective self-evaluation within the institutions or of objective dialogue between the institutions and the professional bodies outside them.

3.120 The Committee is of the view that a period of relative stability in which the institutions can concentrate on meaningful self-evaluation rather than on self-justification to outside parties is overdue.

Recommendation 21

That the Western Australian Post-Secondary Education Commission prepare for consideration and endorsement by the Minister for Education a blueprint establishing the broad role of each existing institution in teacher education over the 1982-84 and 1985-87 triennia and, within the broad roles so defined, devise procedures that will enable the institutions to be more immediately responsive to the changing needs of schools.

Autonomy, mobility and tenure of existing staff

3.121 Interviews with recently graduated teachers highlighted the need for institutions to monitor the effectiveness and relevance of individual units within their courses. Given the tradition of academic freedom that prevails in tertiary institutions, it is common for lecturers to exercise considerable freedom over the content and presentation in units for which they are individually responsible. While there is evidence that some lecturers regularly assess student satisfaction with their teaching, it is unusual for a lecturer's personal emphases or instruction to be supervised in any formal way. A number of the graduates interviewed believe this has often allowed units to reflect staff members' individual research or academic interests rather than the needs of the beginning teacher. Moreover, it is evident that particular units in some institutions have remained largely unchanged for extended periods, even though the setting to which they apply has undergone significant evolution.

3.122 The Committee recognizes that institutions face a difficult problem in exercising control over all aspects of their courses in ways that do not impinge unduly on the professional freedom of individual staff or their expectations of teaching in the areas where they have special expertise. This problem is likely to become more acute as staff turnover rates decline because of the limited growth projected for teacher education in most institutions.

3.123 Most of the institutions themselves expressed concern over the declining mobility among teacher education staff. With reduced opportunities for internal promotion or movement of staff between institutions, most institutions are likely to face prolonged periods in which their staff will remain entrenched in their present positions. The recent reduction in overseas and interstate study leave, consequent upon the recommendations of the Dunbar Committee, has increased the difficulty institutions face in maintaining the vitality, continued development and flexibility of their existing staff.

3.124 A number of the institutions have introduced limited-term or rotational appointments for some senior positions so that courses can be subjected from time to time to fresh leadership and new ideas. These appointments are made with or without tenure of appointment at a lower level. The Committee considers that such policies can make important contributions to the quality of courses, the development of particular individuals, and to staff morale generally.

3.125 The Committee considers that exchanges of staff between local, interstate or overseas institutions is a valuable means of maintaining academic vitality and assisting staff to be better aware of developments elsewhere. The cost of staff exchanges within Western Australia would be negligible, and those with institutions in other States could likewise be relatively modest. The Committee feels that exchanges of staff between institutions should be promoted actively as part of a deliberate programme of staff and institutional development.

Recommendation 22

That all teacher education institutions re-examine their provisions for course evaluation and staff development, and their policies on internal promotion, to ensure that all staff have opportunities

(a) to engage in systematic self- or peer-evaluation of the units they teach;

(b) to participate periodically in the leadership, evaluation and planning of courses offered in their institution; and

(c) to teach in, or work with colleagues from, other institutions.

CHAPTER 4

THE INDUCTION AND CONTINUING PROFESSIONAL DEVELOPMENT OF TEACHERS

INTRODUCTION

4.1 The Committee received a considerable number of submissions stressing the need for extended and better co-ordinated opportunities for the professional development of teachers in the years beyond initial certification. Submissions from the teacher education institutions, schools, teacher associations and employing authorities were unanimous in the view that the pre-service years are only a basic preparation for teaching, and that the rounding out and further growth of teachers demands systematic induction and opportunities for further study throughout their professional lives. Teacher education is a continuing process and teachers, like other professionals, have a personal obligation to maintain high levels of competence throughout their careers. At the same time, the Committee considers that employing authorities have a responsibility to ensure the adequate induction of beginning teachers and those undertaking new professional responsibilities, and to provide for the re-training and further development of teachers that may be occasioned by major curriculum or policy changes.

4.2 The induction of beginning teachers is identified specifically in the Inquiry's terms of reference and has clearly been an aspect of major importance in the evidence received by the Committee. It also arose naturally from the Committee's general interest in how relevant existing forms of pre-service preparation are to the special needs of the beginning teacher. In what follows, induction has been interpreted as the formal process of introducing graduates to the particular requirements of their first teaching appointments. This process ideally would commence from the notification of appointment and could well extend in various ways through the first several months of teaching. By way of contrast, continuing professional development, which is discussed in detail in a later part of this chapter, will refer to the more general forms of in-service, further study involvements, and informal professional development that are open to all teachers and that provide for the extension, upgrading and refreshing of professional knowledge and skills.

THE INDUCTION OF BEGINNING TEACHERS

4.3 The Committee received many submissions on the problems faced by beginning teachers. An analysis of recent literature from other Australian States and overseas identified similar concerns in other parts of the world. Though the recent national survey,

Beginning to Teach[17], indicated that formal provisions for induction in all Australian States were typically meagre, the concern with teacher induction has emerged only recently and the Committee is encouraged by the variety of induction procedures being developed at both school and regional levels in Western Australia. The needs of beginning teachers are recognized in formal statements from employing authorities and professional groups such as the State School Teachers' Union, principals' associations and the Institute of Superintendents. Nevertheless, there seems to remain a persistent expectation in many schools that new graduates should have the same competencies that the experienced teacher takes years to acquire. As a consequence, the beginning teacher is generally expected to assume classroom responsibilities at least as onerous as those of experienced staff members and is seldom assisted by organized induction, either before taking up an appointment or in the first weeks of service.

4.4 Submissions commented frequently and unfavourably upon the teaching loads assigned to beginning teachers. It was reported that schools commonly assign graduates a full teaching-load involving classes known to be difficult. In secondary schools, it was claimed, beginning teachers were frequently assigned teaching-loads that involved the maximum possible preparation. Other concerns expressed by beginning teachers included

(a) Problems of classroom management and of student discipline.
(b) Professional isolation associated with appointment to country primary schools.
(c) Social dislocation and distance from family and friends.
(d) Unfamiliarity with the type of community to which they were appointed.
(e) Difficulties in adjusting to the change of role from student to teacher.
(f) Lack of familiarity with school and Departmental policies, expectations and specific procedures.
(g) Lack of knowledge of available resources and support services.
(h) Lack of confidence or skill in preparing programmes of work from syllabus materials.
(i) Difficulties of setting and maintaining appropriate standards for student work.

4.5 It is apparent that there are often special problems associated with first appointments made to small, generally remote, rural schools. The Committee has examined the geographic location of appointments received by beginning teachers over recent years. These data indicate that a high proportion of beginning teachers appointed by the Education Department for the opening of the school year are placed in country schools. In the primary service, many of these are to small, Class III schools where the new teacher faces classes containing more than one year-group and where there is no experienced colleague teaching classes at the same level. At the secondary level, an appreciable portion take up first appointments in district high schools. In such schools, they are commonly the only teachers in their particular subject field, are often required to prepare for classes in every grade and at every level in that subject, and are typically involved in a second teaching area in which they are less competent.

4.6 The Committee is aware that it is the practice of the Education Department for most beginning teachers who gain appointments at some time other than the start of the

school year to be placed in the metropolitan area and not be transferred to country schools until the beginning of the following year. This practice enables these teachers to gain confidence and competence in situations where considerable help is available, thus better preparing them for taking on heavier responsibilities in locations where they are likely to be more professionally isolated. The Committee considers such arrangements would be desirable for all beginning teachers, and recommends that the Education Department ensure the placement of beginning teachers in situations, metropolitan or country, where they can receive assistance from professional colleagues before being transferred in later years to more isolated schools.

Recommendation 23

That the Education Department adopt a policy of appointing beginning teachers to those metropolitan or country schools where they can receive effective induction into the profession for one or two years before their appointment to small primary schools or district high schools where professional induction is more difficult.

4.7 A number of submissions questioned the practice followed by the Education Department of withholding notice of all first appointments until a few weeks before the opening of schools. These submissions maintained that, if appointments were released in September or October of the previous year, beginning teachers could engage in more thorough preparation related to the specific teaching responsibilities they were about to face. The Committee has discussed this matter with representatives from the Education Department and concludes that such a policy would not be practicable on a general scale at the present time. Currently, approximately 25 per cent of graduates from primary courses and 50 per cent from secondary courses are offered appointments for the beginning of the school year. Early notification of the kind advocated would therefore be impossible for those new appointees who are required to take up positions as they become vacant during the school year – and they are the majority. Nevertheless, the Committee considers that the advantages which would flow to those who could be given substantial advance notice are appreciable and that employing authorities should give priority to confirming appointments at the earliest practicable opportunity.

4.8 Though the Committee appreciates the difficulties faced by new teachers appointed during the year to vacancies left by resigning or transferred teachers, such appointments could provide ideal environments for the induction of the beginning teacher by the person to be relieved. Under present practices, however, most beginning teachers have little or no opportunity to meet with the outgoing teacher before having to assume full responsibility. The Committee strongly recommends that employing authorities in the Government and non-Government sectors ensure a minimum overlap of one week for the two staff members in such cases.

Recommendation 24

That all school authorities, Government and non-Government, endeavour
(a) to bring forward the notice of appointment given to beginning teachers; and

(b) in the case of appointments made during the year, to increase the period of overlap of service between the commencing and retiring teacher to at least one week.

4.9 The suggestion made in 4.6 of not making the first appointment of beginning teachers one to isolated areas will not of course eliminate the need for many teachers to be prepared for their later entry to rural communities. Given the nature of the education system in this State, it appears inevitable that recent graduates will be required to spend a significant proportion of their early teaching careers in small and often remote rural schools. An analysis of the former home addresses of beginning teachers revealed that the great majority had come from metropolitan backgrounds and were unlikely to have been familiar with rural community life. Participants at the National Conference on Rural Education highlighted the need for special courses in the training institutions to assist graduates to take up rural appointments. The Conference recommended that all pre-service teacher education courses should include components or experiences to assist beginning teachers to adjust to living and teaching in rural communities. The Committee endorses the view of the Conference that such provision should be aimed at developing in prospective teachers

(a) those skills of interpersonal relations and communication that will assist them to accommodate to the community and social setting of a rural school, and

(b) the skills needed to analyse the economic, geographic, historic and social background of a local community so that they may effectively adapt curricula to the experiences and needs of children within it.

Recommendation 25

That teacher education institutions incorporate in their pre-service courses studies that will assist beginning teachers

(a) to take up appointments in rural communities, and

(b) to adopt the curriculum to the local setting.

4.10 Many submissions stressed the importance of country teaching practice as a means of preparing teachers for subsequent appointments to rural areas. The desirability and effectiveness of country practice was endorsed in principle by all the relevant parties, though it was noted that there are significant constraints limiting the extent to which it could be made mandatory. Submissions from the teacher education institutions and discussions with students in pre-service courses referred to the high costs associated with travel and accommodation for students and their supervisory staff, and to the significant commitment of time required to provide supervision in distant locations.

4.11 It is clear to the Committee that the induction of teachers into rural communities often demands a deliberate effort not only by the teacher and the school but also by the local community. Discussions with young teachers recently appointed to country schools revealed that some communities, through organizations such as Parents and Citizens, Parents and Friends, and the Country Women's Association, assume a very direct responsibility for the induction of new teachers, and for the billeting of student teachers on

country practice. Such is by no means always the case, and the Committee has received evidence that young teachers have experienced periods of acute loneliness and social isolation for extended periods in some country locations.

4.12 Discussions with representatives of such organizations as the Western Australian Council of State School Organisations and the Country Women's Association suggest to the Committee that there are many people of goodwill who are aware of the problems alluded to in the previous paragraphs and who are willing to assist. The Committee believes that the tertiary institutions would receive a positive response to approaches to such organizations to establish procedures that could assist in the preparation of young teachers for rural appointments and their subsequent induction. Specific approaches could usefully be made on matters such as

(a) Identifying elements for inclusion in pre-service courses to prepare graduates for rural appointments.
(b) Sponsoring country teaching practice through local organizations.
(c) Identifying activities which might be arranged by community groups for the purpose of orientating and familiarizing beginning teachers and student teachers on practice.
(d) Providing locality-specific materials usable for induction purposes by the schools or training institutions.

Recommendation 26

That teacher education institutions liaise with representative community organizations from country areas to draw on their expertise and to seek their assistance in preparing graduates for country service.

4.13 Even if it proves practicable to avoid appointing new graduates to difficult situations, to small isolated schools, or to schools in which teaching assignments are necessarily varied and demanding, there will remain a substantial obligation on the schools to provide deliberate and graduated induction experiences. Moreover, the Committee considers that the induction needs of beginning teachers are sufficiently important to warrant the appointment of school-based personnel with a specific responsibility to assist these teachers in the critical early months of their teaching. Other sections of this report discuss the need in most schools for the co-ordination of teaching practice supervision and for the provision and facilitation of staff development activities. In large schools, including most high schools, consideration should be given to the appointment of one teacher, appropriately recognized by status, salary and/or reduced teaching-load, to assume responsibility for teacher induction, teaching practice and continuing staff development. For small schools, it may be more appropriate to undertake such co-ordination through regionally based staff.

Recommendation 27

That employing authorities appoint appropriate staff members to assume responsibility for the co-ordination at school level of teaching practice, teacher induction

and school-based teacher development, and that these officers receive recognition through status, salary and/or reduced teaching loads.

4.14 It is clear that many submissions favoured a definite role for the tertiary institutions in the induction process. Having worked closely with the students up to the point of graduation, the staff in the institutions are well placed to understand the level of readiness of graduates in general and to be aware of the specific strengths and weaknesses of individuals. In many cases, strong bonds of mutual trust and understanding develop between students and staff, and these often persist beyond graduation. This is evidenced by the frequent informal visits of beginning teachers to the institutions seeking help from particular staff or access to specific and familiar resources. Though recent graduates have indicated their strong wish to be perceived as qualified professionals and not be subject to continuing formal links with their training institutions, the Committee agrees that the teacher education institutions are in a unique position to assist the beginning teacher to adjust more effectively to the needs of the classroom. This is particularly the case during the critical period of uncertainty between the times of notification and actually taking up an appointment – a period when the resources of the institution could readily be applied to meet the specific needs of the situations the beginning teachers will face.

Recommendation 28

That the teacher education institutions establish clear policies and arrangements that enable them to act as informal resource centres in the induction of beginning teachers, particularly those about to take up their first appointments.

4.15 The critical role of tertiary institutions lies, of course, in the nature of their pre-service courses and the degree to which they provide graduates with the knowledge and skills essential to a beginning teacher. Considerable comment on this has already been made in Chapter 3. The Committee supports the continuation of the transition-to-teaching courses that operate in most institutions. These courses attempt to prepare teachers for their first appointment by providing detailed information about the roles and expectations typically placed upon beginning teachers. However, it is the Committee's understanding that only relatively few formal attempts have been made by the institutions to seek the views of their graduates and those who employ them concerning the relevance and adequacy of their pre-service courses. The Committee considers that a systematic and thorough follow-up of graduates is essential if institutions are to incorporate into their pre-service courses those components essential to the effective induction of beginning teachers.

Recommendation 29

That teacher education institutions periodically and systematically seek the views of their graduates and those who employ them on the relevance and adequacy of their pre-service training in preparing them for their first teaching appointments.

4.16 In an attempt to lessen the problems faced by beginning teachers, a number of submissions proposed some form of supervised internship. The most frequent suggestion advocated the employment of beginning teachers for a period of up to one year in situations in which they were responsible for a reduced work-load and were supported by systematic supervision from within the school and from their training institution. Most recommended that interns be paid a lower salary than qualified teachers and that certification as a teacher be dependent on successful completion of the internship period.

4.17 The strength of the internship submissions caused the Committee to consider at depth the feasibility of adopting such a scheme. Although the Committee feels the internship concept has merit, it is apparent that its implementation is not feasible in the present circumstances. The principal constraints relate to the wastefulness and cost of placing all graduates in an internship during a period of over-supply; the complications that school programmes would be subject to as a result of the appointment of interns with reduced teaching-loads; the difficulty of placing sufficient interns in schools where adequate guidance would be available within the school and from the parent institution; and the complications arising from the appointment of beginning teachers progressively throughout the year. Nevertheless, the Committee considers that employing authorities and the training institutions should keep the feasibility of an internship model under review and feels that some form of internship should be incorporated in any extension of the present pre-service courses.

THE CONTINUING PROFESSIONAL DEVELOPMENT OF TEACHERS

4.18 In reviewing submissions and the literature it became apparent to the Committee that the area of continuing professional development of teachers is only weakly conceptualized. There is a variety of views, often conflicting, as to the purposes and objectives of in-service education, and the question of who should be responsible for initiating, co-ordinating and funding it remains a matter of debate within the profession.

4.19 The Committee has already noted its view that the education of teachers needs to be a career-long process. Pre-service training is necessarily limited, not only by time and cost but also because it is neither possible nor feasible to encompass all the teacher's eventual roles during initial preparation. The refinement of teaching skills and growth in one's capacity for self-criticism depend on a background of experience that can be acquired only after some years of professional practice. Moreover, it is inevitable that ongoing changes in society and in the schools will require adaptation by teachers and others in the system. The rapid growth of technology, for example, will lead to major economic and social changes in the community, and these will generate new challenges for teachers as curricula have to be adapted accordingly. Within the schools, changes in organization and management will further expand the range of functions expected of teachers and administrators. Devolution of responsibility for the curriculum and its evaluation, and shifts toward greater local decision-making have already led to new patterns of school

staffing, new leadership roles, more interaction with the community, and greater emphasis on collective planning by school staff. Each of these has called for new roles and professional skills, few of which were relevant when most of today's teachers were prepared. Curriculum changes in the system as a whole will also continue; many of these will demand that teachers become familiar with new content and resources, extend and update their own knowledge, or develop new approaches and instructional styles. While the specifics of many of these changes or their implications may not be predictable, it is certain that the process of change and adaptive innovation will continue. The Committee feels that there will be a corresponding need for a systematic development and refreshing of teachers throughout their careers and that the responsibility for this must be accepted jointly by all the parties involved. Though the onus of providing for the professional growth of teachers must rest largely with employing authorities and the teachers themselves, the tertiary institutions clearly have a substantial complementary role to play.

4.20 In attempting to differentiate the roles and responsibilities of the different parties, the Committee has found it useful to distinguish between three substantially different modes of continuing professional development open to teachers. Fig. 3 sets out these basic modes and further distinguishes three sub-categories of non-award, in-service activities in terms of the locus of initiation. The three basic modes are defined as follows:

(a) **Study for further degrees or diplomas.** This is typically undertaken for promotional purposes, for further professional development, or to acquire special skills or further knowledge in a teaching discipline.

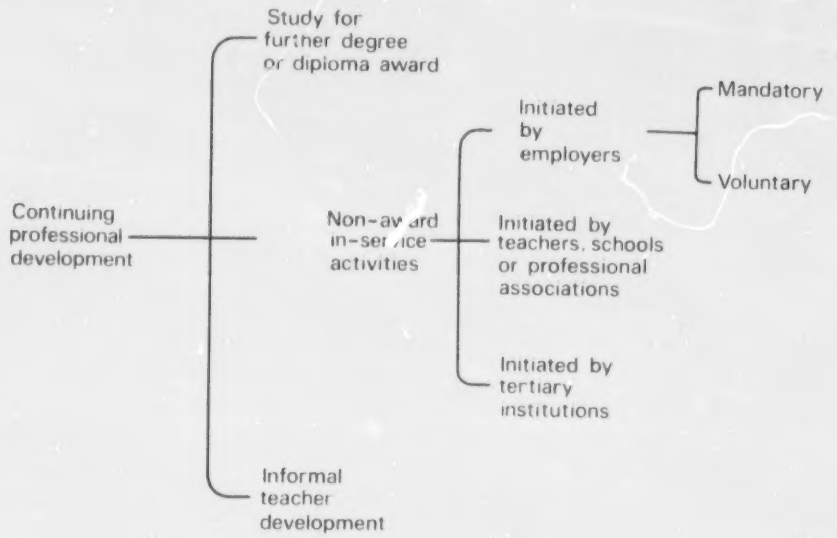

Fig. 3 CATEGORIES OF CONTINUING PROFESSIONAL DEVELOPMENT ACTIVITIES FOR PRACTISING TEACHERS

(b) **Non-award in-service activities.** These may be initiated by teachers, employing authorities or tertiary institutions to facilitate professional interaction, group problem-solving and the extension and refreshing of academic content and professional skills of practising teachers.

(c) **Informal teacher development.** This includes individual reading and research, the wide range of incidental day-to-day experiences of teachers, various forms of collective school activity, and the preparation of curriculum materials and other teaching resources.

4.21 It was suggested in a number of submissions that participation in relevant further study or professional self-development should be a pre-condition for continuing certification. Some asserted that responsibility for ensuring the periodic involvement of teachers in experiences of this sort must rest with the employer, and that periods of paid study leave should be an entitlement for all teachers on some systematic basis. The Committee agrees that employing authorities do have a responsibility to facilitate the participation of teachers in a variety of professional development activities, and it agrees also that time away from school is desirable for some kinds of activity or further study. But it does not agree that such participation should be mandatory, that all teachers will necessarily benefit from the same kinds of experiences, or that every teacher should be entitled to paid leave for further study purposes. Nor does the Committee feel that study towards further formal qualifications is necessarily the best means of ensuring the continuing professional growth of practising teachers.

4.22 Although the Committee does not consider that participation in continuing education experiences should be mandatory for all teachers, it nevertheless considers that employing authorities should place a bias on their promotional systems in a way that encourages and rewards those who undertake significant professional development. The Committee suggests that applicants for all promotional positions should be invited to show evidence of professional development in at least the five years preceding the time of application, and that such evidence be considered formally in selection decisions. Though this may appropriately be a consideration for all promotional appointments, the Committee believes it has particular relevance to those seeking senior positions of leadership or positions requiring special skills and backgrounds beyond those that would be acquired through pre-service training and normal on-the-job experience.

4.23 Teachers typically serve ten years or longer before being appointed to senior administrative positions in high schools, district high schools or large primary schools. The professional studies undertaken in pre-service courses do not, in the view of the Committee, provide sufficient preparation for the leadership required of educators at these levels. The positions of principal and deputy principal in large schools, for example, demand professional competence and leadership skills of a high order, and evidence of continuing professional development, particularly in the areas of personnel management and administration, ought to be a critical factor in the selection among applicants for such positions. Though degrees or diploma awards obtained through further tertiary study will continue

to be an important credential for promotion, the Committee considers that all forms of professional development be recognized. Obvious forms include

(a) Participation in substantial, relevant in-service courses, whether in school time or otherwise.
(b) Active participation in the work of teachers' professional associations.
(c) Active involvement in projects or activities of educational innovation, research or evaluation.
(d) Relevant publication, or the production and validation of educational materials, aids or technology.
(e) Participation in, and substantial progress towards, further degree or diploma courses.

The Committee is of the view that each of these forms of teacher development should be strongly encouraged and that evidence of active participation in one or more of them ought to be a strong positive credential for promotion.

Recommendation 30

That employing authorities include in criteria for appointment to promotional positions evidence of significant and recent professional development by way of participation in organized in-service work, involvement in the work of professional associations, participation in school-based research or curriculum innovation, the production of educational resources, or progress toward further relevant academic qualifications.

Study for further degree or diploma awards

4.24 The Committee agrees with the view expressed in submissions that a commitment to further formal study by teachers is important if they are to keep themselves up to date, maintain vitality, and develop a capacity for innovation and self-criticism. While such involvement would be desirable at any time, it will become increasingly so as the service continues to age and become stabilized as a result of the downturn in resignations and new appointments.

4.25 The Committee received a number of submissions arguing that teaching should be a graduate profession. These submissions proposed that all pre-service qualifications should be four years in duration, or alternatively that the full certification of three-year-trained graduates should be deferred until they complete the equivalent of a four-year pre-service course. Either course of action would require that, for teachers to be fully certificated, they must hold the minimum qualification of either a three-year Bachelor degree plus the graduate Diploma in Education, the four-year Bachelor of Education, or a three-year Diploma of Teaching plus an approved one-year graduate diploma. As indicated in Chapter 3, the Committee does not consider that full certification as a teacher should be confined to those who have attained four-year-trained status. However, it has supported the common practice followed by the majority of Diploma of Teaching graduates of upgrading this qualification through later study to the four-year Bachelor of Education or equivalent level. In this context, the Committee endorses the current policy of the Edu-

cation Department and other employing authorities whereby at least the four-year-trained status for eligibility to most promotional positions is insisted upon.

4.26 Available data for Western Australia indicate that as many as one teacher in five is presently engaged in some form of further tertiary study and that this figure is higher than participation rates prevailing elsewhere in Australia. Across the institutions the availability of Bachelor of Education conversion courses and specialist graduate diplomas approved for up-grading purposes is extensive. Almost all these are offered for part-time study outside school hours, and a number are available for external study, particularly through Murdoch University, the Mount Lawley College and the Institute of Technology. At the present time it is clear that few teachers interested in further study would be denied the opportunity.

4.27 However, in the view of the increasing likelihood that recent graduates will be required to spend extended periods in country schools when many of them would be looking to upgrade initial qualifications, ready access to external studies will be imperative. The Committee expects that there will be an increasing demand for external studies in the next decade or so, and believes there will be a need to expand the range of courses that can be offered on an external basis, particularly at the specialist diploma level. In this context, the Committee favours an increase in the availability of campus-based summer courses for vacation study and the expansion of regional study centres to increase the contact of external students with one another and the tutors concerned.

4.28 The Committee recognizes the difficulties faced by institutions providing external courses, and believes that additional funds to cover development and a regular review of correspondence materials should be provided by the Tertiary Education Commission according to the number of students involved. For the near future, it is clear that cost considerations will mean that the number of institutions offering external study programmes will be limited, although some relaxation of these restrictions may well be appropriate if demand levels rise appreciably and the overall balance of students shifts towards the external study mode. In the short term, those institutions already offering external study programmes should be authorized to provide contract services to other institutions so that students taking up country postings while part way through a degree or diploma programme are not disadvantaged.

4.29 Notwithstanding the variety of graduate and further education courses open to teachers, the Committee feels that some emerging needs have not been adequately anticipated. Because of the general slowing of promotion to administrative positions, most teachers can expect to stay longer in classroom teaching roles or as senior academic staff in particular teaching areas. For teachers electing to stay in classroom or subject area roles, there will be an increasing need for further study to revitalize and extend subject area knowledge or to improve overall teaching competence. The Graduate Diploma and Master of Applied Science in Science Education at the Institute of Technology, the Master of Mathematics Education at the University of Western Australia and the Bachelor of Education at Nedlands College and the Institute of Technology provide courses with a strong

subject component for secondary teachers. The various specialist graduate diplomas offered through the colleges and the Institute of Technology enable primary teachers to extend their competence in particular areas. These courses have been well supported by teachers working in those fields, but there is a need for comparable courses in other curriculum areas, particularly for secondary school teachers. For those teachers likely to move to leadership roles in functions such as curriculum co-ordination, programme evaluation, school-community relationships, transition from school to work and student assessment, some expansion of the applied kinds of courses currently offered by the Institute of Technology and Mount Lawley, but embracing other specializations, may be appropriate in the longer term.

4.30 The Committee appreciates the need for a body such as WAPSEC to co-ordinate developments in these areas to avoid unnecessary duplication and provide a balanced pattern of offerings across the institutions, and accepts that any further expansion of courses at the graduate level needs to be subject to careful planning, with a detailed consideration of overall demand levels and likely enrolment impacts on existing courses.

4.31 The Committee recognizes the problems that part-time study can cause for the teachers concerned and for the schools in which they teach. For the schools, general planning and review opportunities are frequently limited by staff having to leave for afternoon classes at the end of the day – often the only time at which whole-of-staff work sessions can feasibly be held. In addition, the participation of staff in important extra-curricular activities may be limited by their commitment to studies. For the teachers themselves, there is the pressure of having to arrange study programmes on the basis of scheduling convenience rather than relevance of content and the obvious difficulty of undertaking further study on top of demanding teaching-loads.

4.32 The Committee considers that teachers who wish to participate in full-time study should be encouraged to do so. While it does not support proposals that teachers should be entitled to paid full-time study leave, the Committee feels that a liberal approach should be taken to applications for leave without pay to undertake further study. In addition, the Committee believes there may be ways of facilitating release for full-time study at minimal cost to the employing authorities, which will have inbuilt incentives for the teacher and employer alike. Employers are urged to examine the feasibility of modified appointment contracts by which a teacher might elect to work full time for, say, four years on four-fifths pay, thereby earning a further year (also on four-fifths pay) of paid study leave. As an incentive to the teachers, such study leave could count as good service and entitle the teacher to the same accumulation of sick leave, long service leave and superannuation contributions from the employer. In most cases, the individual could expect to accrue some offsetting savings in terms of reduced overall taxation, and there would be personal advantage in terms of accelerated salary progression and earlier eligibility for promotional positions dependent upon higher qualifications. Combined with summer school opportunities in the breaks immediately before and after the leave period, teachers electing to purchase a year of leave by such an arrangement could well make substantial progress toward higher-degree awards in a relatively short period of

time. In a pattern of four years' pay spread over five years it would not be unreasonable for the teacher to take, say, the fourth year for study and contract to work the fifth year on the reduced salary basis.

Recommendation 31

That opportunity for further studies on a full-time basis be increased by

(a) employing authorities adopting a more liberal approach to application for leave without pay; and

(b) teacher organizations and employing authorities investigating the establishment of a pattern which would enable individual staff to elect to receive a reduced rate of salary over a number of years in order to earn a period of paid study leave at the reduced salary rate.

4.33 The profession of teaching must maintain a strong theoretical and research base and must engage in applied research related to local problems. For this reason the Committee strongly supports the provision of higher-degree studies in education – studies aimed at developing the theoretical and research capabilities of teachers, particularly those involved in extending the theoretical base of the profession. In this context the Committee endorses the post-graduate courses available at the two universities and supports their primary orientation towards research and academic scholarship. Notwithstanding the objections to paid study leave that have already been discussed, the Committee considers that employing authorities should encourage, by way of fellowships and other forms of financial support, the participation of a few selected teachers in such courses on both a full-time and part-time basis.

Non-award in-service activities

4.34 Formal in-service for teachers in Western Australia is funded predominantly from Commonwealth and, to a lesser extent, from State Government sources, although some provision is made by Catholic and other non-Government school authorities. Commonwealth funding is provided through the Services and Development Programme of the Schools Commission and supports courses and other teacher development activities for teachers in Government and non-Government schools. State Government funds, on the other hand, are intended primarily to meet the needs of the Education Department and its teachers, although participation by some non-Government teachers in certain kinds of State-funded courses is fairly common. The Catholic Education Commission organizes for teachers in its own system of schools a variety of in-service activities such as meetings, conferences and special purpose workshops on a non-funded basis, and provides through the Catholic Pastoral Institute special award courses for those involved in religious instruction in Catholic schools.

4.35 Schools Commission in-service funds are administered in this State on a joint-system basis by the Services and Development Committee. This Committee, which includes representation from the Education Department, the Catholic Education Commission and the Association of Independent Schools, is responsible for funding centrally arranged courses,

supporting a number of regional education centres, allocating funds to teacher committees at the regional level, and supporting a variety of other teacher-initiated activities. Almost half of the total funds distributed each year are set aside to provide replacement staff for schools that release teachers to attend long, centrally arranged courses.

4.36 There has been a steady growth in the provision of the long, centrally arranged courses since their introduction in 1976. The courses in this category are defined as those involving at least ten days of on-course time for the participants concerned. Replacement teachers are provided in participants' schools over the total period of the course. It has become increasingly common for this type of course to be tied directly to associated projects in the participants' schools. The total number of teachers influenced by long courses of this type is thus assumed to be potentially many times greater than suggested by attendance figures alone.

4.37 It is clear to the Committee that the availability of Schools Commission funds, averaging over a million dollars per annum in recent years, has resulted in increased overall participation by teachers in organized in-service activities. In addition, the allocation of a proportion of these funds to teacher committees at regional levels has increased the opportunities for teachers to initiate in-service experiences that reflect individual and locally perceived needs. It has also encouraged the development of significant new forms of in-service dependent upon the availability of funds for teacher replacement.

4.38 The Committee has found strong support among teachers, school principals and employing authorities for the so-called long courses, which provide extended periods of time away from the day-to-day concerns of the school, and the opportunity to acquire new outlooks and skills in mutually supportive and reflective settings. There is a widely expressed opinion that these courses have led to greater change and more lasting effects in the participants and their schools, particularly where the courses have involved groups of teachers from the same school and where the course experiences have been tied in some concrete way to school-based projects seen as relevant and meaningful by the rest of the staff.

4.39 Clearly, the major limitations of courses of this type are the disruptions caused within schools by the release of teachers for course attendance and the cost of relief teachers to replace them. Replacement-teacher costs typically amount to 80 per cent or more of total direct costs of long courses, and in aggregate represent an expenditure of almost half a million dollars annually in this State. The Committee accepts the unique value of the longer courses and the importance of arranging certain kinds in school time with adequate replacement funds provided to the participating schools. At the same time, the Committee recognizes that there must be realistic limits on courses of this kind. With approximately 40 per cent of the Services and Development Committee's total funds already being applied to replacement costs, any significant increase in long courses during school time will reduce sharply the support available for short courses and other low cost activities that do not require replacement funds and the extended absence of teachers from their schools.

4.40 While the Committee accepts the value of the present patterns of teacher release for long courses it is encouraged by current practices that allocate Services and Development Committee funds for locally determined and developed non-award in-service courses. The Committee would like to see this practice extended to include the support of evening, week-end, and vacation courses offered by the tertiary institutions and the activities of teachers' professional associations, thereby encouraging teachers to make a greater contribution to their own professional development.

4.41 The evidence put to the Committee consistently asserted the value of in-service education of teachers. At the same time, however, despite the fact that there was clear support for the provision of in-service by system authorities and the Schools Commission in recent years, it was widely felt that participation rates for the profession as a whole are inadequate and that not all teachers are having their needs met at the present time. Submissions and other evidence have identified a wide range of needs existing at all levels from beginning teachers to those in advanced stages of their careers, and from classroom teachers to central office administrators. Certainly the needs of these different groups will not be the same, and it is inevitable that the in-service needs of most individuals will change substantially with career progression or as particular knowledge and competencies need updating. Though it was widely held that all teachers, especially those who have spent considerable time in particular teaching or administrative positions, need continual updating and refreshing through general in-service experiences, the following groups were highlighted as requiring specifically tailored in-service:

(a) Teachers re-training in order to teach new subjects or adapt to major revisions of existing curricula.
(b) Teachers re-entering the profession after prolonged absences.
(c) Teachers moving into promotional positions for the first time, particularly positions with substantial administrative and management responsibilities.
(d) Teachers assigned to lead or co-ordinate school-wide developments or special programmes in their schools.
(e) Teachers responsible for the induction and ongoing professional development of other teachers in their schools.
(f) Teachers seconded to advisory teacher and other system-level support roles.
(g) Teachers moving to geographically remote areas, particularly to district high schools and small primary schools.
(h) Teachers moving to schools with high proportions of Aboriginal children and children from other ethnic groups.
(i) Teachers working in schools drawing substantially from economically and socially disadvantaged areas.
(j) Teachers working with exceptional children or children with specific learning difficulties.

4.42 The Committee received many submissions on the future role of tertiary institutions in the provision of non-award courses for teacher development and discussed this issue in each of the institutions. Clearly tertiary institutions have a considerable potential to contribute. The staff of tertiary institutions have a high level of expertise in many areas

relative to the needs of teachers and with the downturn in numbers, many institutions have unused capacity that might be effectively employed in teacher development. In addition, vacation time for schools corresponds substantially with the inter-semester and annual breaks in institutions. Even allowing for the ongoing commitments of many tertiary staff during school vacations, courses conducted at these times could give teachers access to staff and specialist facilities in the institutions.

4.43 There is already evidence of significant levels of participation by tertiary staff in non-award teacher in-service provision. However, this has generally been on an individual basis and without salary or work-load concession from the institution. Under present arrangements, the institutions are funded by the Tertiary Education Commission for accredited degree or diploma course only, and can use only 0.5 per cent of total funds from that source to support other kinds of course activity. While contributions toward institutionally based in-service courses have been made in some instances by the Services and Development Committee, such support has been limited by the level of funds available. The Committee sees a strong case for a substantial entry by the institutions into the area of non-award in-service, whether on a contract basis (as with the LATS course) or on their own initiative. Continued reductions in pre-service teacher intakes, which appear likely to continue for some time, may release in the institutions staff who could be well utilized for in-service work — an arrangement that was introduced successfully during the early 1970s in the United Kingdom. At a time when teacher education staffs are becoming increasingly concerned both about the weakening of ties with the schools and the need to provide a better articulation between pre-service and continuing education for teachers in general, there is certain to be strong support for this concept from the tertiary sector itself.

4.44 The Committee considers that the funding guidelines applying to tertiary institutions should be altered to allow greater participation by the institutions in non-award courses for teachers. In the view of the Committee, the current upper limit of 0.5 per cent of recurrent funds is overly conservative and seriously constrains the ability of the institutions to contribute on more than an *ad hoc* basis to teacher in-service work. The Committee, therefore, suggests that the present restrictions on funds be relaxed over a trial period subject to appropriate monitoring by WAPSEC. It is important to recognize that, in the special case of the multi-purpose institutions, this added flexibility would need to apply to all relevant specialist areas rather than simply to the teacher education schools or faculties. Sufficient funds should be made available for adequate needs assessment, course planning, implementation of courses, associated follow-up activities, and evaluation.

4.45 While the Committee wishes to facilitate the involvement of specialist tertiary staff in in-service work with teachers, it has some reservations about the widespread entry of the institutions into this field if not properly controlled. There would be little value if the institutions were to set up courses solely on the basis of their own interests or specializations, or because of an assumed demand. Furthermore, the Committee would not like the expansion of this role for the institutions to rely solely on the entrepreneurial efforts

of the institutions themselves, even though this will undoubtedly have to be a key ingredient if the appropriate commitment is to be engendered. Though market forces would quickly identify courses that did not meet a genuine need or were of poor quality, unnecessary competition and duplication of effort would be unacceptable. In any case, there would be a need to co-ordinate the overall provision to ensure the best use of a limited resource and to ensure that the needs of the widest possible spectrum of teachers were being equitably and systematically addressed.

Recommendation 32

That the Minister recommend to the Tertiary Education Commission

(a) that it relax progressively, over a suitable trial period, its present restrictions on the use by tertiary institutions of recurrent funds for non-award in-service courses for teachers by nominating amounts to be made available to institutions for this purpose; and

(b) that it arrange through the Western Australian Post-Secondary Education Commission to monitor the use of these funds by the institutions involved and the participation of teachers in the courses provided.

4.46 Although the Committee recommends that WAPSEC should monitor the use of funds for non-award courses it does not consider WAPSEC to be the appropriate body to co-ordinate the types of courses provided. Indeed, adequate co-ordination demands a direct and continuing familiarity with the needs of teachers and the capacity to integrate the role of the tertiary institutions with all other forms of in-service. It is the view of the Committee that the tertiary institutions should establish a joint co-ordinating committee with representation from employing authorities and from the Services and Development Committee. The role of this committee would be co-operative rather than directive. Its purposes would be to co-ordinate the non-award course offerings of the tertiary institutions and to ensure these meet the needs of teachers. In addition, the liaison with the Services and Development Committee and employing authorities would increase the probability that courses provided by the tertiary institutions could be supported with teacher replacement funds from the Services and Development Committee. As a further level of co-ordination it would be appropriate for the chairman of this joint committee to be invited to serve on the Services and Development Committee.

Recommendation 33

That the tertiary institutions establish a joint standing committee with appropriate representation of employing authorities and the Services and Development Committee to co-ordinate the forward planning of non-award in-service courses provided by the tertiary institutions.

Informal teacher development activities

4.47 The Committee considers that substantial responsibility for teacher development rests with individual teachers and with school staffs. A vital requirement for all professional people is the maintenance of active familiarity with the books and journals and

other professional literature of their own fields. Much of the evidence before the Committee tended to de-emphasize this dimension of professional self-development and to emphasize instead the provision and support of organized in-service courses. The Committee found evidence that a great deal of professional literature is available to schools, particularly through the activities of the Curriculum Branch and the Publications Branch of the Education Department, and through the publications of the Teachers' Union and various other professional associations. The Committee believes strongly in the importance of personal reading and other forms of self-study, and considers that these should be actively encouraged for all teachers. Within schools this encouragement could be provided by regular staff meetings or by seminars based upon professional literature relevant to areas of interest within the school.

4.48 The Committee also considers that staff development activities initiated and supported at the school level are of importance in maintaining the professional vitality of school staffs. School principals and others (such as superintendents of education) who are in leadership positions have a vital role to play by encouraging the involvement of staff in collective planning, in school assessment, and in establishing active policies of staff induction in other professional activities within the school. The Committee considers that the promotion of staff development at the school level is important, and has recommended earlier that, in the large primary and secondary schools, the responsibility ought to be assigned to staff development co-ordinators with special responsibilities in all areas of staff development, including the provision of practice teaching and induction.

Responsibilities and co-ordination of teacher development

4.49 While the Committee is aware of the high rates of participation by many teachers in further study, and the various provisions for induction and in-service training made by employing authorities, it believes that much of what happens is disjointed, often *ad hoc*, and lacking an overall view of how the various parts might relate to and complement each other. The Committee considers that it is an appropriate time for the relevant parties to reconsider the purposes of the different forms of teacher education and to relate each within a model of career-long development. It was with this in mind that the Committee argued earlier for a re-evaluation of the objectives and content of pre-service courses, and suggested that greater emphasis on recurrent teacher education is a more appropriate use of resources than would be the extension of pre-service training advocated in a number of submissions.

4.50 The Committee is also aware of considerable divergence of opinion concerning who should bear responsibility for teacher development activities – the employers or the teachers themselves. Submissions from teacher organizations asserted that the prime responsibility for the provision of programmes of teacher development lies with employing authorities and that systematic programmes involving all staff should be provided during school hours through the use of supernumerary and replacement teachers. Other submissions questioned this point of view, drawing comparisons with other professions in which the practitioners bear individually the responsibility for their own professional development. These submissions asserted that, given their short working-hours and ex-

tended holidays, teachers should be expected to make a greater contribution in their own time to in-service education.

4.51 After considering the several viewpoints, the Committee concludes that responsibility for teacher development programmes must be shared by teachers and employing authorities according to the nature of the programme. The Committee considers that teachers should themselves be responsible – and in their own time – for the upgrading of their academic qualifications through degree and diploma courses, and for those non-award in-service courses and informal teacher development activities related to maintaining their own professional competence. The Committee considers that courses initiated by teachers, schools, professional associations, teacher education institutions and employing authorities – courses that relate to maintaining and developing the teacher's own personal professional competence – should generally be held outside school hours. On the other hand, in-service work arising from the needs of the system is the responsibility of the employing authority. The Committee considers that courses such as those related to the induction of beginning teachers, to the induction of new staff to a school, to the preparation of staff for assuming added responsibilities, to significant curriculum changes or the introduction of new courses or procedures are properly the responsibility of employing authorities and should be conducted during school hours. The Committee is also aware of the deleterious effects, in the short term at least, that the extensive withdrawal of teachers from their classrooms can have on children. Each employing authority should balance the advantages arising from the programme with the disadvantages arising from its disruptive effects and should develop procedures to minimize the disruption to the schools concerned.

4.52 Employing authorities must be involved in the co-ordination of non-award in-service courses offered through the Services and Development Committee and the tertiary institutions. There is consequently a need for employing authorities to assess the in-service needs of teachers and to develop an overall plan which ensures that an appropriate array of activities is available to enable all teachers to participate in in-service activities appropriate to their particular stage of development. The Committee notes that there is very little statistical information available about the frequency with which individuals participate in non-award in-service courses. The information that is available suggests that participation may be confined to about one-third of teachers, many of whom are involved with considerable frequency. Given the importance that it attaches to continuing education for all teachers, the Committee considers that an overall plan should provide opportunity and encouragement for all teachers to participate in appropriate in-service training at regular intervals throughout their careers. The Committee stops short of recommending specific minimum involvements of teachers in in-service work, for this will vary from teacher to teacher as well as at different times in a particular teacher's career. However, it is considered desirable that all teachers should be involved in in-service work at least once every four or five years.

4.53 The Committee also considers that employing authorities need to plan more systematically for those in-service activities that meet their ongoing systematic needs. Many

of these needs are of a regular recurring nature, such as the induction of beginning teachers and the preparation of staff for higher or different responsibilities. Other needs arise from significant developments in curriculum or administrative procedures. The Committee considers that employing authorities should accept responsibility for meeting these needs in a fully organized and co-ordinated programme and for ensuring that provision is made for all teachers who need to participate in a particular activity.

Recommendation 34

That employing authorities assess the needs for continuing teacher development and establish a long-term policy to meet these needs. The policy should establish priorities for ongoing in-service activities supported by employing authorities and procedures to ensure that all teachers who need to participate have the opportunity to do so. In addition, the policy should enable employing authorities to co-ordinate the in-service activities provided through the tertiary institutions and through the Services and Development Committee.

END-NOTES

1. *Report of the Committee on Secondary Education appointed by the Minister for Education in Western Australia under the Chairmanship of Mr. H.W. Dettman.* Education Department of Western Australia, Perth, February, 1969, pp.58-61.

2. Palmer, S.R., 'The Philosophy of the Primary Division', *Education*, Vol. 22, No. 2, 1973, pp.3-11.

3. Social Welfare Commission, Family Services Committee, *Families and Social Services in Australia: A Report to the Minister for Social Security*. AGPS, Canberra, 1978.

4. Collins, C.W., *et al., Looking Backward* (Views of Secondary Schooling Held by Recent School Leavers and Those Who Work with Them), Research Report for the Schools Commission, May, 1980.

5. Report of the House of Representatives Select Committee on Specific Learning Difficulties, *Learning Difficulties in Children and Adults*. AGPS, Canberra, 1976.

6. Report of the Review of Post-arrival Programs and Services for Migrants, *Migrant Services and Programs*. AGPS, Canberra, 1978.

7. Royal Commission on Human Relationships, *Final Report*. AGPS, Canberra, 1977.

8. In 1979 a national conference on rural education was organized by the Education Department of Western Australia and held under the auspices of the Centre for Educational Research and Innovation (CERI) of the Organization for Economic Co-operation and Development (OECD). The purpose of the Conference was to review the present state of rural education in Australia and to consider new directions for the future. For more information see, *New Directions in Rural Education, Conference Report*, Education Department of Western Australia, Perth, April, 1980.

9. *Population and Australia: Recent Demographic Trends and their Implications*, Supplementary Report of the National Population Inquiry. AGPS, Canberra, 1978.

10. Link courses are integrated courses of study that may form part of the vocational education (but not training) of students in secondary education. They are jointly planned by secondary and technical and further education staff and are offered within the technical colleges. Their primary purpose is to utilize the facilities and expertise of the colleges to assist in bridging the gap between secondary schools and the world of work or further education.

11. Williams, J., and Priest, T.A., *Attitudes of Employers to School Leavers in Western Australia*. Education Department of Western Australia, Perth, 1978.

12. The Learning Assistance Teacher Scheme (LATS) is a scheme conducted by the Mount Lawley College to enable experienced teachers to upgrade their skills in areas of individualization of programmes for children in basic school subject areas, i.e. literacy and numeracy. It aims at equipping teachers with special diagnostic and remedial tools and understandings which can be utilized for the benefit of all members of a school staff.

    The programme is conducted in conjunction with the Western Australian Schools Commission Services and Development Committee and involves teachers from Government and non-Government schools. This programme is primarily an in-service course, run as a full-time course for one school term, and prepares teachers for a specific role, i.e. a learning assistance teacher in schools.

13. 'TRAIL' is an acronym for 'Teacher's Role in the Advancement of Initial Literacy', a project conducted jointly by the Research Branch and the South-West Metropolitan Region of the Education Department of Western Australia. The project involves teachers in nine schools, as well as advisory staff, in research and development relating to children's literacy and the early identification and treatment of learning difficulties.

14. Education Department of Western Australia, *A Survey of Parental Involvement in Government Secondary Schools.* Research Branch, Perth, May 1978.

15. Report of the Central Advisory Council for Education (England), *15 to 18*, Volume I (Report). HMSO, London, 1959, p.271.

16. Prof. D.N.F. Dunbar, in July 1977, convened a working-party of the Tertiary Education Commission to prepare a report to assist the Commission in examining study leave in Australia's tertiary education institutions. This report was in response to a request by the Minister for Education. The working-party reported in April, 1978. For the Report to the Minister see, Tertiary Education Commission, *Study Leave in Universities and Colleges of Advanced Education*, AGPS, Canberra, 1978.

17. Tisher, R.P., *et al.*, *Beginning to Teach*, Volumes I and II, ERDC Reports 15 and 20. AGPS, Canberra, 1978-1979.

APPENDIX 1

WESTERN AUSTRALIA STATE INQUIRY INTO TEACHER EDUCATION
LIST OF MEMBERS

Chairman

Dr R.L. Vickery
Deputy Director-General (Education)
Education Department of Western Australia

Members

Mr D.C. Carlson
Principal
Belmont Senior High School

Professor A.R.H. Cole
Professor of Physical Chemistry
University of Western Australia

Mr B.G. Colvin
Principal
Sorrento Primary School

Mr J.D. Davies
Director of Schools
Education Department of Western Australia

Sister D. Desmarchelier
Principal
John XXIII College

Mr K.A. Lockhart
Director
Western Australian Council of State School Organisation Inc.

Mr R.M.B. Reynolds
Former President
Perth Chamber of Commerce

Permanent Consultants

Dr M. Clark
Assistant Vice-Principal
Churchlands College

Mr M. Cross
Superintendent, Technical Education Division
Education Department of Western Australia

Miss E. Marshall
Personnel Officer
Public Service Board

Mr J. Whitton
Vice-President, Whiteside Primary School Parents and Citizens' Association, and Executive Member, Belmont Senior High School Council (P & C)

Executive Officer

Dr A.S. Ryan
Head, Foundation Studies in Education, School of Teacher Education
Western Australian Institute of Technology

Secretary/Research Officer

Mr M. Tkacz
Teacher (on secondment)
Education Department of Western Australia

APPENDIX 2

WESTERN AUSTRALIA STATE INQUIRY INTO TEACHER EDUCATION

TERMS OF REFERENCE

(1) To report to the Minister on the development of the professional competence of teachers through current pre-service training, induction and continuing education with particular reference to

(a) the degree to which present forms of teacher education are related to existing and probable trends in the work of schools;

(b) the development of professional attitudes during pre-service teacher education;

(c) the use by institutions and employing authorities of evaluation and selection processes that take into account attitudes, personality and general suitability for teaching;

(d) the effectiveness of existing teacher education programmes in the areas of numeracy and literacy;

(e) the supply of and demand for specialist teachers; and

(f) the need for continuous updating of professional competence through in-service education and study for higher qualifications.

(2) To liaise with the Commonwealth Committee of Inquiry as appropriate.

APPENDIX 3

PRESS RELEASE – TERMS OF REFERENCE

(The *West Australian*, 3 April 1979)

The terms of reference for a committee of inquiry into aspects of teacher education in Western Australia were announced yesterday by the Minister for Education, Mr Jones.

The chairman of the committee will be the principal of Nedlands College, Dr R.L. Vickery. The committee will report to Mr Jones and liaise with the Commonwealth inquiry into teacher education.

The inquiry will report on the development of professional competence of teachers through current pre-service training, induction and continuing education with particular reference to:

The degree to which present forms of teacher education are related to existing and probable trends in the work of schools.

The development of professional attitudes during pre-service teacher education.

The use of institutions and employing authorities of evaluation and selection processes that take into account attitudes, personality and general suitability for teaching.

The effectiveness of existing teacher education programmes in the areas of numeracy and literacy.

The supply of and demand for specialist teachers.

The need for continuous updating of professional competence through in-service education and study for higher qualifications.

CALL FOR SUBMISSIONS

(The *West Australian*, 7 and 1[illegible] April 1979)

WESTERN AUSTRALIAN TEACHER EDUCATION INQUIRY

The Western Australian Government announced recently the establishment of a broadly representative committee under the chairmanship of Dr Robert L. Vickery to inquire into aspects of Teacher Education in the State. While the following terms of reference for the committee emphasise matters of particular significance to Western Australia, it is expected that the committee will also liaise with the Commonwealth's concurrent National Inquiry into Teacher Education.

Terms of Reference

To report to the Minister for Education on the development of professional competence of teachers through current pre-service training, induction and continuing education with particular reference to:

(1) the degree to which present forms of teacher education are related to existing and probable trends in the work of schools;

(2) the development of professional attitudes during pre-service teacher education;

(3) the use by institutions and employing authorities of evaluation and selection processes which take into account attitudes, personality and general suitability for teaching;

(4) the effectiveness of existing teacher education programmes in the areas of numeracy and literacy;

(5) the supply and demand for specialist teachers;
and

(6) the need for continuous updating of professional competence through in-service education and study for higher qualifications.

Call for Submissions

The Committee invites submissions from any individual, group or organisation interested in expressing views or presenting data relevant to the subjects of the inquiry. Submission should be in writing and available to the Committee not later than June 30, 1979.

When making submissions, persons should indicate whether the documents may be regarded by the Committee as available to the public or whether these should be treated as confidential.

All communications and submissions should be addressed to:

The Secretary
Western Australian Teacher Education Inquiry
P.O. BOX 7 NEDLANDS, WA 6009
(Telephone 386 5555)

APPENDIX 4

WRITTEN SUBMISSIONS

In response to formal advertised requests, the Committee received written submissions from the following institutions, organizations, associations and individuals:

Association of Independent Schools of Western Australia
Australian Council of State School Organisations
Australian Society for Music Education and the Association of Music Education Lecturers
Catholic Education Commission of Western Australia
Churchlands College
Claremont History Investigations Project (CHIP)
Claremont Teachers College
Community Aid Abroad, Western Australian Branch
Confederation of Western Australian Industry
Education Department of Western Australia
Education Department of Western Australia, 30 curriculum officers and advisory teachers in English, speech, reading and drama
Esperanto League of Western Australia
Graylands Teachers College
Library Association of Australia, Western Australian Branch
Lynwood Primary School staff
Mathematical Association of Western Australia
Mount Lawley College
Mount Lawley College, Department of Education and Psychology
Mount Lawley College, Department of Mathematics and Science
Mount Lawley College, Departments of English, Speech and Drama and Early Childhood Education
Murdoch University
Nedlands College
Office of Regional Administration and the Kimberley Regional Development Committee, Kununurra
Perth Chamber of Commerce
Philosophy of Education Society of Australasia
PROJECT TRAIL (Education Department of Western Australia)
Returned Services League of Australia, Western Australian Branch
Specific Learning Difficulties Association of Western Australia (SPELD)
State School Teachers' Union of Western Australia
University of Western Australia
West Australian High Schools Principals' Association
Western Australian Council of State School Organisations
Western Australian District High School Principals' Association
Western Australian Institute of Technology
Western Australian Institute of Technology, School of Applied Science
Western Australian Post-Secondary Education Commission
Western Australian State Education Assessment and Parent Guidance Centre for Children with Impaired Hearing
Women's Action Alliance, Western Australia

Prof. A. Blakers	University of Western Australia
Miss J. Blank	Private citizen
Mrs C. Bruekers	Private citizen

Mr J. Bunday	Cannington Senior High School
Miss M. Bunday	Education Department of Western Australia
Mr J. Carr	Public Health Department of Western Australia, Health Education Branch
Mr A. Choules	Wirrabirra Primary School
Mr J. Cook	Education Department of Western Australia
Dr F. Coulter	University of Western Australia
Dr J. Currie	Murdoch University
Miss J. Denham	Private citizen
Mr P. Deschamp	Education Department of Western Australia
Mrs W. Duyker de Vries	Private citizen
Dr L. Fletcher	University of Western Australia
Dr L. Foster	Western Australian Institute of Technology
Mr T. Gallagher	Education Department of Western Australia
Hon. A. Grassby	Commissioner for Community Relations
Mrs P. Hackett	Private citizen
Mr J. Hagan	Nedlands College
Mr J. Hammond *et al.*	*The Work-Study Innovative Teaching Programme* (Churchlands College)
Dr B. Haynes	Claremont Teachers College
Mr G. Hodge	Education Department of Western Australia
Dr R. Hodge	Murdoch University
Dr N. Hoffman	Education Department of Western Australia
Mrs J. Innes	Private citizen
Dr P. Jones	Western Australian Institute of Technology
Mrs T. Kavenagh	Education Department of Western Australia
Dr R. King	Claremont Teachers College
Mrs A. Leger	Private citizen
Mr D. MacLeod	Christ Church Grammar School
Mr C. Mason	Education Department of Western Australia
Mr A. McGregor	Mount Lawley College
Mr E. Parr	Nedlands College
Mr R. Patching	Doubleview Primary School
Mrs G. Richards	Kewdale Senior High School
Mr B. Richardson	Chidley Educational Centre
Mr E. Styles	Education Department of Western Australia
Mr T. Taylor	Private citizen
Mr E. Thornton	Claremont Teachers College
Mr K. Waterhouse	Education Department of Western Australia
Dr M. Wickman	Western Australian Institute of Technology
Mr K. Willis	Churchlands College

The Committee also requested specific written information on a range of topics. The following institutions, associations, organizations (or members thereof) and individuals responded to these requests:

Association of Independent Schools of Western Australia
Australian Association of Principals of Colleges of Teacher Education
Australian Capital Territory Working-Party to the National Inquiry into Teacher Education
Australian Conference of Principals of Colleges of Advanced Education
Australian Education Council
Australian High School Principals' Association
Board of Secondary Education Western Australia

Catholic Education Commission of Western Australia
Churchlands College
Claremont Teachers College
Confederation of Australian Industry, National Employers' Industrial Council
Education Department of Western Australia
Education Research and Development Committee
Federation of Staff Associations of Australian Colleges of Advanced Education
Graylands Teachers College
Mount Lawley College
Murdoch University
National Committee on English Teaching
National Employee Participation Steering Committee
National Inquiry into Teacher Education
Nedlands College
Roy Morgan Research Centre Pty. Ltd.
Schools Commission
Select Committee on Education in Queensland
State School Teachers' Union of Western Australia
TAFE Staff Development Committee
Tertiary Institutions Service Centre
University of Western Australia
Victorian Enquiry into Teacher Education
Victorian High Schools Principals' Association
Victorian Primary Teachers Registration Board
West Australian school principals
Western Australian Institute of Technology
Western Australian Post-Secondary Education Commission

Mr E. Baker	Public Transport Commission of New South Wales
Mr F. Barker	Ballarat College
Mr K. Betjeman	Education Department of Western Australia
Dr P. Botsman *et al.*	*Community Attitudes to Education in Queensland*, (Volumes 1 and 2)
Mr B. Bowden	Thornlie Senior High School
Dr H. Boyd	New South Wales Department of Education
Mr M. Brandreth	Mirrabooka Primary School
Mr J. Bunday	Cannington Senior High School
Miss M. Calleja	Young Christian Students
Dr H. Carey	New South Wales Department of Education
Mr J. Casey	Melville Senior High School
Dr J. Collins	Mount Lawley College
Mr C. Cook	Claremont Teachers College
Dr F. Coulter	University of Western Australia
Mr D. Courts	Churchlands College
Dr M. Dunkley	Macquarie University
Mr T. Gallagher	Education Department of Western Australia
Mr W. Gibbney	Kent Street Senior High School
Mr J. Greenway	Education Department of Western Australia
Mr M. Harvey	Nedlands College
Dr B. Haynes	Claremont Teachers College
Prof. J. Hendry	Auckland, New Zealand
Dr N. Hoffman	Education Department of Western Australia
Mr D. Hogben	Flinders University
Mr T. Hook	World of Business Educational Research Foundation, Queensland
Dr D. Jecks	Churchlands College

Mrs T. Kavenagh	Education Department of Western Australia
Dr R. King	Claremont Teachers College
Dr S. King	University of Western Australia
Dr J. Lake	Western Australian Institute of Technology
Dr R. Latham	Claremont Teachers College
Dr M. Lee	Mount Lawley College
Mr H. Louder	Education Department of Western Australia
Mr E. McConchie	Australian Capital Territory Department of Education
Prof. B. McGaw *et al.*	*Teacher Education Policies for Australia*
Mr M. McKercher	Claremont Teachers College
Dr R. Mortlock	University of Western Australia
Mr P. Moyes	Christ Church Grammar School
Mr R. Murphy	Balga Senior High School
Fr J. Nestor	Catholic Education Commission of Western Australia
Dr W. Newman	Armidale College
Mr E. Nowotny	Graylands Teachers College
Mr R. Peter	Mount Lawley College (retired)
Mr B. Preen	Churchlands College
Dr M. Print	Mount Lawley College
Mr J. Quinn	Education Department of Western Australia
Mr R. Raynor	Mount Lawley Senior High School
Mr P. Reynolds	Graylands Teachers College
Mr A. Richards	Albany Senior High School
Mrs N. Roberts	Queensland Department of Education
Mr A. Robinson	Department for Youth, Sport and Recreation
Dr N. Stewart	Mount Lawley College
Mr J. Stokes	Perth Modern Senior High School
Mr E. Thornton	Claremont Teachers College
Dr I. Thurstans	Education Department, Tasmania
Mr J. Trevaskis	Geraldton Senior High School
Mr F. Usher	Hamilton Senior High School
Mr G. Watkins	Wanneroo High School
Dr J. Williams	Western Australian Institute of Technology
Mr S. Woods	Education Department of Western Australia
Mr H. Yelland	Nedlands College

APPENDIX 5

ORAL SUBMISSIONS

Formal meetings were conducted with the following institutions, organizations, associations and individuals wherein the committee received oral, and in some cases supplemental written, evidence:

Association of Independent Schools of Western Australia
Education Department of Western Australia

Teacher education institution representatives

Dr R. Bovell	Nedlands College
Dr M. Collins	Mount Lawley College
Dr F. Coulter	University of Western Australia
Dr L. Foster	Western Australian Institute of Technology
Prof. B. Hill	Murdoch University
Mr B. Lawrence	Claremont Teachers College

Employers

Mr H. Davies	Bristile Limited
Mr G. Hestelow	Woolworths (W.A.) Limited
Mr J. Ince	Chamberlain John Deere Pty. Ltd.
Mr J. Le Page	Public Works Department of Western Australia
Mrs M. Lucas	Edwards Secretarial College
Mr R. Palmer	The Rural and Industries Bank of Western Australia
Mr M. Shugar	Commonwealth Department of Employment and Youth Affairs (Western Australia)
Mr C. Thorpe	Westrail
Mr D. Timms	P.C. Timms and Co.
Mr L. White	Department of Agriculture of Western Australia

Co-operating Teachers and Practice Supervisors

Miss P. Adamson	Graylands Teachers College
Mr C. Arblaster	Anzac Terrace Primary School
Ms B. Cockman	Wanneroo High School
Dr F. Coulter	University of Western Australia
Mr A. Gray	Kapinara Primary School
Dr L. Green	Churchlands College
Mr G. Herron	North Inglewood Primary School
Mr A. Jones	Mount Lawley College
Mr M. King	Lynwood Primary School
Mr R. Lilleywhite	Rossmoyne Senior High School
Dr C. Marsh	Murdoch University
Mr W. Marsh	Claremont Teachers College
Dr R. Preston	Western Australian Institute of Technology
Mr K. Rolfe	Melville Primary School
Mr H. Yelland	Nedlands College

Community groups

Mr G. Aves	Community Welfare Department
Mr F. Bastow	Amalgamated Metal Workers and Shipwrights Union
Mr C. Bridge	Western Australian Council of State School Organisations

Mr J. Carr	Public Health Department of Western Australia, Health Education Branch
Mr D. Cuthbert	Young Australia League
Mrs J. Delaney	Watchdog
Mrs J. Gamack	Legacy Club of Perth
Mr J. Graham	Department for Youth, Sport and Recreation
Miss G. Green	Community Youth Support Scheme
Mr R. Halbert	Penhros College
Mrs H. Lilley	Watchdog
Mr R. Okely	Royal Perth Hospital, Department of Social Work
Mr L. Phenna	Returned Services League, Western Australian Branch
Mrs P. Smeeton	Country Women's Association of Western Australia
Miss R. Startup	Red Cross Youth Department
Mrs J. Wallace	Women's Action Alliance
Capt. K. Wilson	Salvation Army

School educators

Mr D. Blundell-Wignall	Winterfold Primary School
Mr J. Bunday	Cannington Senior High School
Miss M. Bunday	Education Department of Western Australia
Mr J. Casey	Melville Senior High School
Mr C. Ellis	Perth College
Mr B. Hackett	Riverton Primary School
Mr C. Hamer	Wesley College
Miss M. Nadebaum	Education Department of Western Australia
Mr D. O'Sullivan	St Norbert's College
Mr R. Patching	Doubleview Primary School
Mr J. Stokes	Perth Modern Senior High School
Mrs A. Symington	St Mary's Church of England Girls School
Mr J. Walsh	Thornlie Primary School
Mr G. Watkins	Wanneroo High School

Beginning teachers*

Early Childhood

Ms F. Blennerhassett	Balga Pre-School (Churchlands)
Mrs D. Green	Forrestdale Primary (WAIT)
Ms J. Gummer	Hillarys Pre-School (Churchlands)
Miss C. Hepworth	Wattleup Primary (WAIT)
Mrs E. Morrison	Mount Lawley Pre-School (Churchlands)
Mrs F. Smith	Mount Helena Primary (WAIT)
Ms M. Webber	Lake Joondalup Pre-School (Churchlands)

Primary

Mrs A. Avery	Churchlands Primary (Mount Lawley)
Mrs J. Bulmer	Kyilla Primary (Murdoch)
Mrs V. Colley	Mount Hawthorn Junior Primary (Claremont)
Mr P. Davis	North Perth Primary (Mount Lawley)
Mr I. Hendrie	Gwynne Park Primary (Churchlands)
Mr T. Luttrell	Cloverdale Primary (Claremont)
Ms P. Mondello	Tuart Hill Primary (Mount Lawley)
Miss J. Munro	East Wanneroo Primary (Churchlands)

* The name in brackets, following the teacher's school, is the institution in which the teacher completed pre-service training.

Mr S. Murray	Woodlupine Primary (Murdoch)
Miss K. Pearce	Bicton Primary (Murdoch)
Mrs D. Pegrum	Yale Primary (Churchlands)
Mrs L. Roderick	Warriapendi Primary (WAIT)
Miss C. Treasure	Clifton Hills Primary (Claremont)
Mrs D. Williams	Koonawarra Primary (WAIT)

Secondary

Mr G. Arthur	Swanbourne Senior High (UWA)
Miss P. Clausen	Cannington Senior High (WAIT)
Mr K. Green	Hampton Senior High (WAIT)
Mrs G. Hall	Mirrabooka Senior High (Nedlands)
Mr R. Harrison	Bentley Senior High (Murdoch)
Miss L. Johnson	Balcatta Senior High (UWA)
Mrs G. Kolomyjec	Churchlands Senior High (UWA)
Mrs H. Lancaster	Hamilton Senior High (Murdoch)
Mr J. McCormack	Scarborough Senior High (UWA)
Mrs S. Pestell	Maddington High (WAIT)
Mr D. Stanbury	Governor Stirling Senior High (Murdoch)
Miss M. Tsakalakis	Willetton High (Nedlands)
Mr W. Webster	Swan View High (WAIT)

Individuals

Mr M. Angus	Education Department of Western Australia
Mr R. Baker	Western Australian Institute of Technology
Mr T. Beck	Education Department of Western Australia
Dr B. Cooper	Western Australian Institute of Technology
Mr D. Courts	Churchlands College
Mr C. Crane	School Experience Programme, Darling Downs College, Queensland
Mr A. Curtis	Catholic Education Commission of Western Australia
Dr J. De Laeter	Western Australian Institute of Technology
Prof. M. Dilworth	Murdoch University
Mr T. Gallagher	Education Department of Western Australia
Dr W. Green	Churchlands College
Miss S. Grundy	Murdoch University
Mr P. Hill	Education Department of Western Australia
Dr R. Hodge	Murdoch University
Dr N. Hoffman	Education Department of Western Australia
Mrs J. Jones	Western Australian Institute of Technology
Dr P. Jones	Western Australian Institute of Technology
Mrs T. Kavenagh	Education Department of Western Australia
Dr R. Latham	Claremont Teachers College
Dr M. Lee	Mount Lawley College
Mr H. Louden	Education Department of Western Australia
Prof. B. Mainsbridge	Murdoch University
Dr C. Marsh	Murdoch University
Mr W. McAtee	Education Department of Western Australia
Mr J. Moody	Associate of Independent Schools of Western Australia
Dr R. Mortlock	University of Western Australia
Dr W. Neal	Western Australian Post-Secondary Education Commission
Mr E. Parr	Nedlands College
Mr B. Preen	Churchlands College
Dr R. Preston	Western Australian Institute of Technology

Mr S. Richards	Nedlands College
Mrs J. Rushton	Education Department of Western Australia
Mr B. Scott	Confederation of Western Australian Industry
Mr H. Yelland	Nedlands College

Formal visits were made to the following institutions and organizations, in which the Committee received oral, and in some cases supplemental written, evidence:

Balga Senior High School (staff)
Belmont Senior High School (staff, Practicum Supervisors and student teachers)
Catholic Education Commission of Western Australia
Churchlands College (staff)
Claremont Teachers College (staff and 2 students)
Education Department of Western Australia, Technical Education Division, Counselling Service (all 36 staff members)
Educational Programme for Unemployed Youth (EPUY), Perth Technical College, (3 staff and 20 students)
Graylands Teachers College (staff and 8 students)
John XXIII College (staff, Practicum Supervisors and student teachers)
Leederville Technical College (7 staff and 14 students)
Mount Lawley College (staff)
Murdoch University (staff and 7 students)
Nedlands College (staff and 19 students)
Riverton Primary School (staff)
State School Teachers' Union of Western Australia
Swan Community Youth Support Scheme (CYSS), Midland (3 staff and 7 young people)
University of Western Australia (staff and 2 students)
Western Australian Institute of Technology (staff and 5 students)
Willetton High School (staff)

Some Committee members also attended the following functions:

Australian Labor Party Seminar, *Education and Employment*
SPATE Conference, Perth, May, 1980

In addition to the formal meetings and visits, the Committee met informally with the following:

Members of other teacher education inquiries

Mrs C. Blakers	National Inquiry
Mr K. Davies	Northern Territory
Mr A. Delves	Victoria
Dr J. Grant	Australian Capital Territory
Mr T. Hogan	National Inquiry
Mr B. King	South Australia
Br A. Payne, FSC	New South Wales and National Inquiry

National Inquiry into Teacher Education
Senate Standing Committee on Education and the Arts (Davidson Committee)
Some Committee members also participated in the National Inquiry's public meeting, which was held in Perth on 6 September 1979.

APPENDIX 6

GLOSSARY

academic content studies units. Those units, other than education, in which a student learns the theory and skills associated with a particular subject discipline.

block practice. School experience undertaken in a continuous block of 5 days or more.

Co-operating School. Any Government or non-Government school that provides the school experience component of a teacher education course.

Co-operating Teacher. School teacher who supervises a student teacher while the latter is on school experience.

course. A selected set of units within a field of study that leads to a degree or diploma, e.g. Dip.Ed., B.Ed.

extended block practice (Assistant Teacher Programme). School experience undertaken in an extended block of between eight and fourteen weeks. This type of practice is restricted to final year students with considerable prior practice experience and who function as 'assistant teachers'.

Practice Supervisor. College/University staff member who supervises student teachers during school experience. (Includes Murdoch University's tutor-supervisors.)

professional studies units. Those education units in which student teachers learn the theory and teaching-subject methodologies that will prepare them for teaching various school subjects and skills and for understanding the context in which school and education are set.

school experience (practicum). Comprises all the school-based components of a teacher education course and includes demonstrations and observations, and various forms of practice teaching.

unit. The basic module of study, normally completed over a period of one semester. A comination of required and elective units makes up a degree or diploma course.

unit (day-return) practice. School experience undertaken by return to a school for approximately one or two days per week over an extended period of weeks.

APPENDIX 7

AIMS OF SCHOOLING

To meet the needs of society	To meet the needs of the individual
(1) Basically literate society of individuals competent to contribute to society. Compensatory education for the disadvantaged.	(1) Basic skills of reading, writing and speaking and using numbers.
(2) Broadly literate society to provide a well-informed electorate and to provide a flexible work-force to meet changing needs.	(2) Systematic introduction to the major fields of human knowledge – literature, science, mathematics and the social sciences. Access to a wide range of vocational opportunity.
(3) Individuals capable of providing leadership in all aspects of the community, through – identification and fostering of talented individuals – providing a sound foundation for further study.	(3) Capacity for independent thought. Development of a lively and positive attitude to lifelong learning. Development of the ability to question and consider issues rationally.
(4) Individuals with skills and aspirations appropriate to the vocational needs and opportunities available. Understanding of the role of trade and industry in the national welfare.	(4) Information and guidance in career selection and in transition to work. Development of positive work and study habits. Development of a self-image, ambition and commitment to excellence.
(5) A rich and varied culture embodying the fine and performing arts. Satisfying and productive leisure-time pursuits.	(5) Self-expression through participation in art/music/theatre/drama/dance and other creative and expressive arts. Development of skills of self-sufficiency with respect to meeting the day-to-day needs of modern society.

To meet the needs of society	To meet the needs of the individual
(6) Maintenance and development of a functional society. Knowledge of political, social and legal institutions. Acceptance of the need for law and order. Acceptance of social and environmental responsibilities by individuals. Transmission of the cultural heritage.	(6) Development of individual social skills, such as manners, consideration for others, ability to resolve personal conflict and understanding of relationships and responsibilities within a family group and the larger society. Development of skills for effective participation in the democratic process in discussion and in expressing a point of view.
(7) Recognition of Australia's role in the wider world community, particularly with respect to South-east Asia. Pride in achievements of Australian society and commitment to its furtherance.	(7) Knowledge and understanding of the races, cultures and religions of the world.
(8) Tolerance of a variety of values in a pluralistic society. Recognition that some constraints must apply to individual freedoms within an orderly society.	(8) Development of personal values such as honesty, integrity, morality, good taste. Development of a critical discrimination between good and bad.
(9) Promotion of a healthy community. Knowledge of an support for community public health needs such as immunization, health laws, quarantine, etc.	(9) Positive attitudes and habits related to personal health, exercise, diet, smoking, alcohol and other drugs. Development of psychomotor skills.